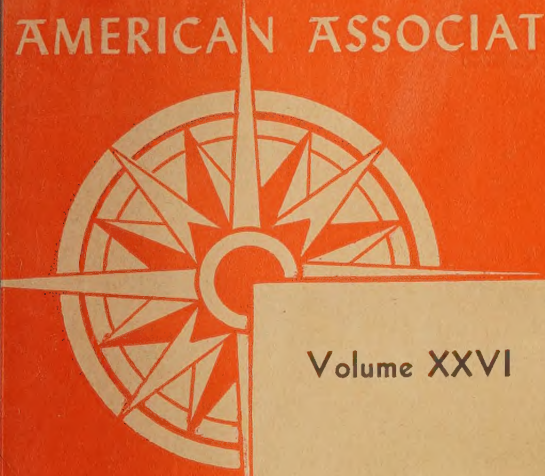


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California Registers Social Workers

BY NATHAN SLOATE

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CALIFORNIA social workers are still rubbing their eyes at the recent enactment into law of the Social Workers Registration Bill sponsored by the State Conference of Social Welfare. The gyrations of the bill's progress resembled a graphic description of a manic depressive psychosis, with its seemingly assured passage on one day and a re-referral for a new start in the Legislature the next. Caught in the vortex of about a thousand other bills on the last day of the Legislative Session the prospect for passage seemed dubious. With that miracle achieved and final passage secured, anxious moments were experienced by the sponsors of the bill when the Governor waited until just before the deadline before signing it. By this act, California made its contribution to social work history as the first state in the Union to adopt a program of registration and certification for its social workers. Reminiscent of a greater struggle in history was the number of the bill—1812.

This achievement represents the successful culmination of over two decades of effort on the part of the California Conference of Social Welfare. A measure of the thoroughness of the thinking that went into the bill was the fact that it emerged from both houses of the Legislature practically unchanged. The experience of the period preceding the introduction of the bill through the voluntary registration project of the Conference proved invaluable in its shaping and in explaining the bill's provisions to the legislative committees. Also helpful were the lessons learned from the two previous unsuccessful attempts made to obtain legislative approval of a registration bill—first in 1929 and again in 1939.

PROVISIONS OF THE ACT

The following provisions are included in the act:

1. A Board of Social Work Examiners is established consisting of seven members appointed by the Governor with the advice and consent of the Senate. No fewer than four members of the Board shall have completed at least one year of full time graduate study or the equivalent in an approved school of social work. Not less than two of the members shall be lay persons. Except for the lay members, the members of the Board

shall be appointed only from individuals who are registered social workers with at least five years of professional experience in social work. The members of the Board and the Executive Secretary first appointed need not be registered social workers if they are eligible for a certificate of registration. Members of the Board are to be appointed for a term of four years, the terms to be staggered. An Executive Secretary is to be appointed by the Board, exempt from Civil Service. The Executive Secretary shall have the same qualifications required of a member of the Board and shall serve at its pleasure. Appointments other than the Executive Secretary shall be made subject to the State Civil Service Act. The Board is allowed to conduct research in and make studies of problems involved in the maintaining of professional standards in social work and may publish its recommendations. The Board is also authorized to make such rules and regulations as may be necessary for the enforcement of the act and may, by rule and regulation, prescribe the qualifications for registration. Members of the Board serve without compensation but are entitled to expenses incurred in the fulfillment of their duties.

2. The act does not prevent any person from engaging in social work. It merely restricts the use of the letters R.S.W. in connection with the names of individuals who may style themselves as registered social workers. It is required that at least one examination be held during each calendar year. These shall be written and shall cover: (a) subjects relating to the laws of the State and the United States pertaining to social welfare (b) historical and technical social welfare literature (c) basic information in related fields of the sciences pertaining to social welfare and (d) current events and developments affecting social well being. Individuals once registered will be continued by application for renewal of registration and payment of the annual renewal fee.

3. No appropriation was provided for in the measure as the registration and renewal fees were considered sufficient to finance the work of the Board. The right of any registrant to use the title of registered social worker may be suspended or revoked by the Board for causes as specified in the act.

4. Until January 1, 1947, social workers registered under the voluntary certification plan and

social workers who had three full years of employment out of the last five in a recognized social agency may be blanketed in upon their application. Examinations are provided for social workers not qualifying under these two provisions. Social Workers now in the military service or other related war activities may be blanketed in within six months following their return, upon their application.

One of the essential elements of a law of this sort is a basic definition which delimits the field of application. Yet, except for defining an approved school of social work the law does not include a definition of social work or social work agency. Instead the Board is given full discretion in prescribing the qualifications for registration. This was the weakest part of the bill from the point of view of the Legislature. Its retention was insisted upon by the supporters of the measure as it was believed that an attempt to arrive at a legal definition would distract the legislators from the main purpose of the bill and make it more vulnerable to attack. The experience gained during the period of voluntary registration confirmed the difficulty in arriving at a definition. The Board of Examiners of the Conference in 1938 had concluded "Though still difficult to classify or sharply define the periphery of the field, it is readily possible now to classify over ninety per cent of the applications for registration." Strangely enough, none of the legislators in considering the bill asked for a definition of social worker or social work agency and in all of the legislative discussions that took place these words had come to have a generally accepted meaning. Everyone seemed to know what a social worker was. A thing was still a thing no matter what Plato said. Perhaps a definition had come into being, but it was operational rather than formal.

The so called "grandfather clause" that blanketed in social workers regardless of their academic background was included in the bill in keeping with the pattern followed by other professions achieving similar legislation and to help assure the bill's passage. The Board, early in its existence, specified the blanketing in provision "(1) because it was keeping faith with the older group of workers who have so feared registration and (2) because social work needs the support of all the persons really concerned with social welfare and that it would be disastrous to set up within the practicing group of social workers a minority who might join the critical group of lay persons on the outside."

1945 LEGISLATIVE STRATEGY

The legislative strategy as planned by the Board of Examiners of the Department of Registration and Certification of the Conference, although somewhat unorthodox, proved most effective. Contrary to more generally accepted principles of

social action, the bill was introduced without fanfare or much publicity. Comparatively few organizations were asked to endorse it and relatively little pressure was exerted on the members of the Legislature.

As a football team mowing down its opposition so the action was begun. The Chairman of the Board of Examiners, Karl Holton, who is also Director of the California Youth Authority, sounded out key persons in the State administration and the Legislature on the bill's prospects. When favorable responses were elicited and possible opposition had been overcome, the bill was drawn up. It was scrutinized by the Attorney General's Office, the Department of Professional and Vocational Standards in which the Board was to function, and several key members of the Legislature. The preliminary measure that was drawn up was identical with the bill that failed of passage in the 1939 Session of the Legislature. Many constructive suggestions were received and most of them incorporated into the measure as finally submitted.

At its initial legislative committee hearing the bill was explained by the President of the Conference, Gardner Bullis, following its introduction by Assemblyman Lorne Middough. The argument advanced by the bill's sponsors was that this was a measure to guide and protect the employer rather than the employee and that it would serve to identify the more competent workers in the field. It was almost entirely on the strength of this argument that the Legislature approved the bill. Nothing was said about giving status to the profession or raising the standards of performance, although this was implied. The most fundamental objection raised by some of the committee members and one which forced a postponement of the committee's decision until its next meeting was that the qualifications for certification were not written in the statutes and were left entirely to the discretion of the Board. The qualifications of the members of the Board also came under scrutiny. Several of the committee members indicated rather strongly that they would like to see more lay representation on the Board. It was conceded by the bill's supporters at the hearing that not less than two of the members of the Board shall be lay persons. This concession was not precluded by the original bill, which specified that no fewer than four members of the Board shall have completed at least one year of graduate study or its equivalent in an approved school of social work. Since the committee was in no mood to approve the act with the qualifications for certification not expressly provided for there was no alternative but to have the hearing continued.

This was the cue for another part of the team to swing into action. Officers of the California Council AASW and members of the Sacramento Chapter met with the recalcitrant committee members and satisfied their objections, so that when

the bill came up for its second hearing it was approved without opposition and sent to the floor of the Assembly. There it was passed and sent to the Senate which referred it to its Business and Professions Committee. That committee, after some discussion during which the bill's supporters were questioned as to the present status of social work education and possible implications of the bill, approved it. Of some interest was the acceptance by some of the Senators of certification as a first step in the licensing of social workers. This viewpoint did not bring forth any vocal opposition although there is no question that a licensing bill would never have passed the Legislature at this time. One member of the Senate committee attempted to introduce an amendment that would exclude from registration any individual who was engaged in subversive activities. The committee members rejected the amendment after some, including the committee chairman, threatened to vote against the bill if the amendment were accepted.

When the bill reached the Senate floor a technicality in its passage was revealed which caused it to be returned to the Assembly for a new start. Occurring when it did, during the final weeks of the session, this development was most disconcerting to the bill's supporters. The shortness of the time remaining before the session's close compelled daily activity in the bill's behalf ranging from messenger work to meeting with key committee members and even making appearances before committees. Constantly available for the performance of these tasks were the representatives of the California Council, AASW and the Sacramento Chapter. So great was the professional social work participation that the Assemblyman who had sponsored the bill, but who had also sponsored about 200 others, became so overwhelmed with last minute work that he authorized the chairman of the California Council to represent him in committee. It was not until the day after the clock had been stopped on the closing date of the session that the bill finally passed. Perhaps this experience will lay to rest the old saw that "One sure way to kill a bill is to get social workers to endorse it." It can be said with certainty regarding this measure that its prospects would have been far more unfavorable without social work support than with it.

LEGISLATIVE CAMPAIGNS—1939 AND 1929

A student of history might well attribute this signal achievement to the nature of things rather than to any great powers of persuasion on the part of social workers and social work supporters in this state. Certainly a great deal more time and effort was expended during the 1939 presentation of the bill. It was reported by the chairman of the Legislative Committee of the Conference for that year, Samuel G. Holcenberg, "The Bill, S.B. 630, was heard before the Senate Com-

mittee on Social Security, Pension and Relief on March 9, 1939. The secretary sent out wires and letters to the various counties and area chairmen. We had a marvelous turn out and were proud of the way the social workers responded to that call. We had an overflow meeting. Close to a thousand wires and letters were sent to the Legislators in seventy-two hours." Unfortunately only five members of the committee were present at that hearing and it was necessary to put it over for two weeks, when it finally received a "do pass" recommendation. Although such effort was certainly deserving of success the bill failed to pass. In retrospect this seemed to be due less to the tactics of the bill's supporters than to the period when the bill was introduced. Perhaps the fruit was not ready for picking, as it seemed to be in 1945.

In this respect the strategy of the Conference was extremely well planned. No bills were introduced at the 1941 and 1943 sessions because of the lingering emotional overtones concerning social workers. This sense of timing was brought out in a pamphlet explaining the registration bill prepared by the Conference. "It seems particularly timely that official registration for social workers be accomplished now rather than waiting for the postwar reconstruction period. Most of us can well recall the influx of new workers from other fields into social work during the years of wide-spread unemployment; how difficult it was to distinguish experienced individuals from beginners in welfare work, and how confusing this all was to the public. We can do much to lessen possible confusion in the postwar period if we act now. A long period of experimentation has passed. It seems sound at this time to make at least a beginning in distinguishing those persons who are skilled and experienced from others who as yet have not had an opportunity to qualify. This is a progressive step in the interests of Californians of the future."

The first attempt to introduce a bill for the registration of social workers in California was made in 1929 under the joint sponsorship of the League of Women Voters and the California Conference of Social Work. The bill was passed by the Assembly but was defeated in the Senate largely because of the sudden opposition of a group of social workers who feared their position would be jeopardized should the bill pass. That group would not support a bill until all professional requirements were set forth in detail. The Conference committee working on the matter felt that no detailed bill could be written as to qualifications and that much discretion would have to be given the examining board.

VOLUNTARY REGISTRATION—1932-1945

An impasse seemed to have been reached until a plan was evolved of a period of voluntary registration under the auspices of the California Con-

ference of Social Work. This was approved at the annual meeting of the Conference in 1932 and a Department of Registration and Certification within the Conference came into being. The following year the Department adopted a set of bylaws, elected a board of five examiners who were given complete and final responsibility for the setting up of standards of registration and the experiment was ready to begin. A blanketing in provision was included in the bylaws which allowed that "up to May 31, 1934, any case worker or executive or subexecutive employed on a salary by a social agency of recognized standing who has lived in California for a period of three years and graduated from a high school, or who has the equivalent education thereof, and who has had at least two years of experience on salary in such a recognized agency in California, shall be certified by the Board of Examiners as a registered social worker."

Wide publicity was given the project throughout the State to assure full participation. Under the blanketing in period which closed May 31, 1934, 1429 persons were registered. With this task completed the Board formulated its next objectives. "To set up examination and standards of eligibility for the registration of social workers; to reach all eligible social workers and encourage them to register; to determine whether social workers could be distinguished and to develop the principles and technique by which to make such judgments; to uncover the difficulties involved in this pioneer experiment; to prepare for legislation whenever deemed advisable."

In setting up policies regarding the examinations the Board, after much study decided: (1) to abandon any idea of oral examination, (2) to try to determine a basic body of information which all social workers should possess, (3) to make no attempt at classification of social workers. The minimum requirements for the first examination scheduled by the Board for March 23, 1935, called for the completion of one year of graduate work in a school of social work as its highest of six alternative patterns and ten years employment as a social worker if the applicant was not graduated from high school, as the lowest pattern. These requirements were changed subsequently so that by 1945 the lowest qualifying pattern allowed for "Graduation from a recognized high school plus seven years of employment on salary as a social worker in a recognized social agency, three years of which employment shall have been in California immediately preceding the application for examination. (Completion of one full year, thirty semester units or forty-two quarter units, in a recognized college or university may be substituted for one year of employment. A maximum of three years only may be credited this way.)"

An analysis of the results of the first three examinations conducted by the Board revealed a

positive correlation between professional training and high grades. From the very beginning difficulties arose in defining "recognized social agency" and "social worker" and the Board finally decided that applications would have to be considered on an individual basis.

To obtain factual information regarding social workers in California for purposes of legislation, a census of the social workers in the State was conducted by the Board of Examiners in 1938. The plan of the census was to enumerate in California (1) the social workers on salary employed part time or full time and (2) social workers not employed in social work at the time of the census but who planned to return to social work practice. No formal definition of social work had been set up by the Board of Examiners but a working basis was arrived at to count persons performing work generally considered by the profession to be social work. It was not intended to include professional workers in allied fields such as nurses, physicians and attorneys. Administrators and executives of social work agencies were to be included as well as the social work staff. Wide publicity was given the census. A total of 4260 census returns were received. There were 325 participating social agencies and 84 social workers temporarily not employed in social work. It is believed that the census represented at least 90% of the social workers in the State. (The United States Bureau of the Census tabulated about 6,000 social workers in California in 1940.)

By 1945, 2665 workers were certified under the voluntary project of whom 1887 retained their registration. That over one-third of the social workers in the State saw fit to participate in the voluntary registration project is a measure of its success, particularly when almost nothing was offered in return except the hope that the project would receive legislative sanction.

FORECAST FOR THE FUTURE

What California social workers expected to achieve for social work and social workers through the registration act may best be learned from the statement prepared by the Conference which accompanied the initial draft of the registration bill, several thousand copies of which were sent out to interested individuals and groups in the State.

"In addition to providing better service to the citizenry, the values of certification to social workers themselves include:

1. Status as a competent professional person.
2. Identification with those in the profession who are working for high standards and the best service to the public.
3. Affiliation with others who are interested in improving the status of all social workers.

4. Assurance, as certification increases, of belonging to the group that will inspire public confidence."

The Executive Secretary of the Conference, Miss Anita Eldridge, whose name has been more closely associated with the registration and certification project than any other, emphasized that the purpose of registration was primarily the achieving of professional status rather an attempt to prevent unqualified persons from practicing social work. The social workers of the state concurred in this view.

The foresight of the Board of Examiners in planning the registration project was best expressed by Hyman Kaplan, former chairman of the Board, when he said in 1937:

"In conclusion we venture this prophecy with assurance—that with reasonable effort legal certification in this state will become a fact . . . , that the movement will quickly spread throughout the country, that such legislative recognition will

accelerate professionalization in all its essentials, that it will provide a sound underpinning for protection of the rapidly developing federal, state and local public welfare programs, that in less than ten years this pioneer experiment will have had its effect nationally, and social workers will be able to look back and write *Finis* to a task accomplished."

The favorable developments of the past few months do not in themselves mean final victory for registration in California. The burden of proof is now with the social workers to demonstrate the significance of the program in terms of benefits to all concerned. The opposition of an important segment of the profession could easily block its progress. Either registration will come to be a term that has meaning or the project may well boomerang. Much effort will have to be expended by the social workers in the state in cooperation with the new Board of Social Work Examiners to make the statute workable. The extent to which they do this will determine the success of the program.

Missouri's Experience with Registration

Bertram J. Black, a member of the National Committee on Licensing, who is now in Pittsburgh, was on the Missouri Board of Certification and Registration and has provided the following information about the Missouri experience

THE Missouri Association for Social Welfare inaugurated in 1934 a program of voluntary certification and registration for social workers as a means of raising the standards of social work personnel in the public welfare programs of the state. The general intent, like such other programs, was to give status to the profession of social work and to look ahead toward licensing.

The Missouri experience was unsuccessful primarily because of two basic fallacies in the plan. First of all, the Board of Certification and Registration was an organ of the Missouri Association for Social Welfare, the state conference, and not of the American Association of Social Workers. Members of the AASW were blanketed in as certified social workers. The acquisition of a certificate to hang on the wall really added little to the AASW member's feeling that he belonged to a professional group since the AASW chapters, as such, concerned themselves but little with the process. Those who were not AASW members, who took the examination and received a certificate, after the first flush of excitement was over, realized that their new "status" did not include any real recognition by the professional group, the local AASW chapter.

In the second place, and perhaps most important of all for the future of any voluntary or even governmental registration or licensing plan, there was insufficient carry-over of interest into the agencies which employ social workers. It is but half the task to single out the folk who are properly equipped to give the professional services. To insure successful registration, it is also necessary to insure that in matching the practitioner to the practice, recognition be given to the worker's status as a registered social worker. So soon as it became apparent in Missouri that the ownership of a registration certificate added little or nothing to one's qualifications as a job applicant, and that registration was not being applied by executives and boards as a criterion in setting job qualifications, the registration procedure began to lose its meaning.

The volume of applications for examinations dropped off sharply. A number of AASW members continued for a few years to pay the small registration fee. Then even they began to withdraw, and the plan died a natural death. Incidentally, very few AASW members ever hung their registration certificates on their walls.

Certification As an Aim of a Professional Association

BY ARLIEN JOHNSON

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VARIOUS stages of development are discernible as an occupation grows into a profession. Certification¹ is one of the most advanced of these stages. It represents public recognition that certain techniques, uniformly practiced, are important for the general public welfare. In order that only the competent practitioners may perform the service, the State intervenes to give a professional monopoly of greater or less degree, to those who meet certain tests of competence. Certification therefore implies awareness on the part of the public as to the value of a service rendered by a group of practitioners, and expresses the desire or at least the willingness of the public that it be protected from the injurious effects of the service being undertaken by unqualified practitioners. Professions, at the same time, advance claims for certification in order to establish their status and to provide a competent and honorable standard of performance in practice. This is to the interest of both the qualified practitioners and the general public.

CRITERIA FOR A PROFESSION

But in order to comprehend the full significance of certification we must have in mind the meaning of a profession. A first criterion is *special competence*, acquired by intellectual training. The technique or skill possessed by the professional man requires the use of independent judgment and discretion in its application. The second criterion is that it shall be capable of communication through an orderly and *specialized educational discipline*, so that those who have a body of knowledge and skills may pass it on to others. The growth of scientific materials of all kinds demands a broad general education before such specialized training for the profession begins. Research is constantly encouraged in order that the profession can make progress and not degenerate "into mere routine." A third criterion is that stage of development when the practitioners become conscious of their common bonds and desire to organize a *professional association* for the promotion of their common interests. It has been

said "... a technique may exist and men may practice it, and yet there may be no profession. . . . A profession can be said to exist when there are bonds between the practitioners, and these bonds can take but one shape—that of formal association."² Among the common interests which a professional association furthers are pride in honorable practice, usually expressed in a code of ethics; concern with the provision of specialized (professional) education; and interest in the use of their specialized knowledge and skill wherever it will serve the public welfare. The final criterion to be mentioned is *professional spirit*, sometimes described as motivation in the public interest. The professional man supposedly chooses his vocation because of the "calling" which it represents; that is, because it gives him satisfaction as well as an income. Part of that satisfaction derives from the independent, responsible nature of the service he renders, and his consequent desire to measure his success by the effect of his service upon the recipient. A reasonable monetary compensation is expected in return but is not the chief objective.

A profession, then, arises from the needs of people. A service is gradually developed that is characterized by special competence, acquired by education, both general and special; and maintained and advanced by means of research, organized professional associations, and a growing awareness of the social significance of the service which the profession exists to render. At some time in its history, a profession begins to wish to protect the interests of its members by distinguishing between expert practice based on education, training, experience and practice by unqualified persons. At this point it endeavors to secure state regulation that will register those who have defined qualifications, or to secure legislation that will prohibit from practice all except the qualified.

Before examining the types of State regulation or certification that are appropriate for certain professions, let us briefly relate the development of the AASW to the criteria described for any profession.

¹ Certification is used interchangeably with registration and licensing to indicate official sanction to practice a profession and to use a designated title.

² A. M. Carr-Saunders and P. A. Wilson, *The Professions* (London: Oxford University Press, 1933), p. 307.

DEVELOPMENT OF AASW

Social work arose from needs present in any society that cause people to seek help during adversity. Its practitioners within the past fifty years have shown concern for the *way in which* those needs were being met. Probably the exploration of competence that has had most discussion is Abraham Flexner's paper, "Is Social Work a Profession?" Given at the National Conference of Charities and Corrections in 1915, it is still a source of reference for any one who discusses the progress social work has made toward professional status. Long before that, however, as early as the turn of the century, practitioners in New York, Chicago, Boston, Philadelphia and elsewhere were lecturing to agency apprentices. Out of their earnest efforts to pass on to others the knowledge and skill they had acquired grew the first schools of social work. Specialized education had begun to take form. It was not until 1919, after the first beginning of a professional association, that a national association of schools was organized, and it was 1932 before the schools could agree upon what constituted a core of subjects, known as a "minimum" or basic curriculum, which all students should cover in preparation for social work.

The professional association, which is so essential to professional progress, appeared in primitive form in social work in 1916 when the National Social Workers Exchange was organized as a placement service. By 1921 it had developed into the American Association of Social Workers. But as frequently happens in an emerging profession, specialized branches of service became organized before a comprehensive, all-inclusive organization was formed. The medical social workers, for example, banded together in 1918 as the AAMSW. The psychiatric social workers set up the AAPSW in 1926. Group work which is in the early stages of professional development found expression in 1936 in the AASGW. Its membership is unrestricted. The uneven growth of the special methods in social work has probably been one cause for the membership of the AASW being heavily weighted with social case workers and therefore not readily accepted as representative of the profession as a whole. Carr-Saunders points out that "though within a profession it is usual to find a number of independent associations, relations between them are generally friendly, and there is a clear tendency towards a dominating association or a closely cooperating group."³ The war has been responsible for drawing more closely together the various associations in social work. The Wartime Committee on Personnel in the Social Services is a hopeful development in cooperation among six professional associations. Adequate machinery on a permanent basis for cooperation among the specialist

organizations would seem essential if certification is to advance.

REGULATORY SYSTEMS

Certification, it is claimed, has values from the standpoint of the profession and of the public. How and under what conditions should it be established? The Special Committee on Legislative Drafting of the American Bar Association describes three systems: (1) optional certification, (2) compulsory licensing, and (3) specified restrictions for those practicing without certification.⁴

The system of *optional certification* consists of a register authorized by law, of persons who have met certain requirements and are entitled to use a specified designation in consequence. The purpose is to distinguish the qualified from the unqualified, but the law does not prohibit the practice of the profession if the person does not claim the possession of certification. For example, some states permit a person to practice nursing without certification provided she does not call herself a "registered nurse" or use the letters "R. N." after her name. In effect, the optional certification system protects the use of a title for a professional group. This is the type of law enacted in 1945 for registration of social workers in California.

The American Bar Association *Report* states, "The optional system has the advantage from the point of view of legislative policy that it permits the setting of a very much higher level of standards of qualification, and the advantage from the point of view of legislative drafting that it makes it possible to dispense with careful definition of the thing, matter or practice subject to certification."⁵ The advantages of voluntary registration are not necessarily legal in nature, however. They arise from the association of registration with competence in the mind of the public and from increased demand for the services of registered members of the profession. In other words, registration may result in bringing prestige to a profession. This is most likely to happen, perhaps, where the employer prefers the registered to the unregistered person, as for example, when the medical staff of a hospital advises the employment of only registered nurses; or where a social agency might give preference in employment to registered social workers. The development of such public good will does not come suddenly but requires time and involves effort on the part of the professional group.

The second system, *compulsory licensing*, prohibits practice of a profession without a license. The legal and medical professions are examples. Such professions are "closed" to those who cannot qualify for a license, and penalties attach to

⁴ *Final Report*, September, 1921, p. 27.

⁵ *Loc. cit.*

³ *Ibid.* p. 319.

persons who undertake to practice in violation of the law. Only a profession well established as essential to the public welfare could succeed in having a compulsory licensing law enacted. As evidence of this statement is the fact that such laws relating to accountancy have been declared unconstitutional in Illinois, Oklahoma, and Tennessee,⁶ and only comparatively recently have accountants been able to secure laws in some states which restrict practice to those licensed.

The third type of regulation adds to optional certification a provision that those not possessing certificates are placed under *specified restrictions*. The American Bar Association *Report* states, "The system of optional, but privilege-carrying certification, has the advantages of the optional system, and some of the safeguards of the protection of the public which are supposed to belong to the compulsory system. Whether this system is one of genuine freedom of action or one of bare sufferance and impunity, depends on the extent of the privileges going with certification. If noncertification bars from the right to recover charges or fees, or from the use of common designations, such as physician or surgeon, it approaches in substance the compulsory system."⁷ Like the compulsory system, however, the inclusion of restrictions in a certification law would be possible only when the profession enjoyed a good measure of public confidence.

PROBLEMS OF CERTIFICATION

A limited study of the experience of other professions with certification suggests certain common problems. In the first place, when the state sets up a register for the purpose of distinguishing the qualified from the unqualified, "it has not as a rule concerned itself with nice refinements or degrees of professional skill which might blur this fundamental distinction."⁸ While the professional association may distinguish between junior and senior qualifications, the state registration grants the same designation to all. Certification presupposes definite techniques, more or less uniformly practiced.

Another problem relates to the method of certification. How to relate theoretical and practical knowledge is a perennial problem of professional education. Since all professions have

arisen out of human needs and hence practice preceded a body of theory, most professions have heavily weighted experience and have proceeded to certify by examination. An exception has been teachers, who are quite generally admitted to certification upon completion of designated university programs of study. As the preparation for professions has become a function of universities, a minimum of general and special education has come to be required for all professions, and only persons possessing these minima have been admitted to examination.

Finally, the form of the registration authority and its powers and duties present important problems. To confer upon the professional association the responsibility for examination and licensing would seem to give monopolistic powers of an official character to a voluntary association. Equally undesirable is the entrusting of this function to a government department or lay board. The preferred form according to English experience is a "special body, containing representatives of the profession, elected by a vote of all registered practitioners, of other bodies, such as the universities, and of the public." American legislation seems quite generally to favor a board of technically qualified members of the profession, at least some of whom are selected by the professional association. Important for consideration also are the legal provisions for revocation of license.

Not only the problems common to all professions but also those peculiar to social work at its present stage of development will require attention as we consider another step in professionalism. These include the relatively limited number of persons in social work positions who have completed any professional education; the difficulty of formulating examinations without relation to job specifications; and the attitude of the public toward social work. For it is to be remembered that the state's aim in certification is to protect the public from injury or injustice rather than to protect the practitioners! The extension of social security legislation promises to make social work, like teaching, a socialized profession. This will affect the extent to which the professional association will be permitted to decide who is competent for public service. These are interesting and stimulating questions, in the answer to which every member of the AASW has a stake. It is your wishes and opinions that must guide the National Board as it tries to chart a future course.

⁶ *Research Bulletin* of the National Education Association, "Statutory Status of Six Professions," 16:187, September, 1938.

⁷ *Op. Cit.*, pp. 27-28.

⁸ Carr-Saunders and Wilson, *op. cit.*, p. 352.

Status By Statute

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"THERE ought to be a law" is often the cry that goes up when people encounter situations not to their liking. Social workers, not being satisfied with their present status in the community, periodically wonder whether their standing would be improved if state legislatures passed statutes which would give them legal status as a separate and distinct "professional"¹ group. Before rushing pell-mell to the various state legislatures with hastily drawn statutes it is well to consider carefully the goals to be attained through such legislation.

This statement is presented with the assumption that sooner or later social workers will want to go to the state legislatures and secure legal sanctions which are necessary for the protection of themselves and the communities in which they work. Every professional group in its normal development finds such action advisable and the experience of other groups indicates that professional status will not be achieved unless public control through statute is secured. Social workers are probably the largest distinct professional group which has not as yet secured such legal sanctions. Although it is not possible to list all the professions which have legal status, some of these professions and occupations are: doctors, lawyers, teachers, accountants, nurses, dentists, pharmacists, optometrists, real estate brokers, engineers, auctioneers, barbers, bakers, butchers, and plumbers. The large number of professions, occupations, and vocations now subject to license indicates that this function of government is expanding. When the state government takes regulatory action it is not only for the benefit of the members of the particular occupation being regulated but also for the protection and welfare of the public. In considering legal sanctions for their own group, social workers should be aware that such action must be shown to be necessary both for their own protection and for the general welfare of the community.

Legal action tends to crystallize gains at a certain point. It is a step which must eventually be taken if social workers are to accept fully what they regard as their "professional responsibility."

¹ The term "professional" is used advisedly. The ancient question as to whether social work is a profession is germane to the matter of securing legal sanctions, yet the advisability of such action is also an important question for a distinct "occupational or trade group."

Through the legislative act there comes about an agreement, which is probably a compromise, as to what is needed by the social workers and the community. A minimum is established which must be accepted by all. It is axiomatic that a law will fail if a large number of persons find it impossible to comply with the standards set. Any law is an expressed hope—a prayer—concerning certain activity. Legal action does not however prohibit the possibility of improving standards at a later time. A statute is only one step in a process. A law passed by the legislature is not an absolute for all time. It is merely a common definition of standards, ethics, and acceptable action for a period of time. The bugaboo concerning the law's finality should not prevent legal action.

Public or legal action is necessary, for it is more efficacious than action by a private organization. Private groups such as the AASW can do much to establish ethical standards and to work out patterns of activity which are socially acceptable. The primary weapon of such private organizations is education—public relations, propaganda. The function of a private standard-setting organization is not abrogated by establishing legal minimum standards. Membership in a private professional organization may indicate a level of competence. Legal action goes further and establishes a level of competence for all persons in the community. There is a mandatory element in a law which tends to enforce a standard of conduct, but which is lacking in the policies of a private organization. A private group may consider it advisable to establish requirements which interest only a few people; a public or legal measure must be concerned with standards for all persons.

In discussing the possibility of securing status through legal action, the terms "registration," "certification," and "licensing" are used. The AASW Temporary Committee on Licensing has set up a definition of the terms "registration" and "licensing" which are as follows:

Registration is a type of accrediting carried on by a national, state, or local body, either public or private, which does not limit practice of the profession or occupation to the registered individuals.

Licensing is a legal function, carried on by states, which restricts practice of a profession or occupation to those persons who meet prescribed requirements.

The term "certification" is also used. The distinction between certification and registration is too fine to be of much practical use. In many cases the term "certificate" is used interchangeably with license. There are "certified" public accountants and "registered" nurses. To some persons the term "certified" connotes a higher degree of competency than the term "registered." The distinction between the terms seems to be one of semantics rather than one of law.

Registration may be done by *either* a public or private organization and in no way limits the practice of the profession to those registered. The distinction between the terms "licensed" and "registered" as defined is that licensing involves legal action and prohibits practice by those not licensed. Legal regulatory action may be permissive, rather than compulsory. The practice of some professions, such as law and medicine, is not permitted without a license. Other professions are regulated by statutes which do not prohibit practice by a person not registered by the state, but the possession of a certificate or license does indicate to the public that the holder meets minimum qualifications. Social workers at the present time seem to be primarily interested in legal sanctions which permit registration but would not prohibit practice by a social worker who is not registered.

WHAT DO WE WANT?

Why the present interest in the possibility of establishing a registration plan for social workers? Do not the social workers of today have sufficient status in the national, state, and local communities to enable them to do their work effectively? There may be some social workers who are of the opinion that the situation today is exactly what it should be. There are plenty of jobs, many persons respect social workers individually and collectively, and those persons who do not like social workers are hopeless anyway. To determine whether the idea of registration of social workers may be of help in solving present-day problems, it is necessary to consider seriously the nature of some of them. Two rather different kinds of problems will be briefly mentioned here: (1) the identification by the public of persons who possess special competence; and (2) the homogeneity of social workers.

RECOGNITION OF COMPETENCE

Effective work depends upon social workers being accepted as persons who possess special competence. The following examples point up difficulties resulting from the failure to recognize the qualifications of social workers.

1. There seems to be a tendency to go outside the field of "professional social work" to fill important executive positions in such organizations as community chests and departments of public

welfare. The special competence of the "solid businessman" is recognized but as yet social workers have not been able to secure equal recognition. This failure may be due in part to the public's not understanding the function of social workers—a failure to convince the public that social work requires special skills.

2. The position of social workers in the armed services indicates another difficulty. In their attempt to utilize civilian skills to the utmost, the armed services in their classification plans recognized every possible civilian occupation. Social work as a distinct civilian occupation, however, was not included in the Army classification system until recently. Today the skills of the social worker are recognized in the Army personnel system only to a limited extent.

3. The public does not distinguish between the competent social workers and the "lady bountifuls," the dilettantes, and the givers of Christmas baskets. Perhaps one reason the special competence of the social worker is not more readily recognized is the identification of social work with this type of activity rather than with professional social work.

HOMOGENEITY

Another difficulty facing social workers today is the lack of homogeneity among persons who are doing social work. There are several phases of the problem: (1) the large number and varying qualifications of the persons who regard themselves as social workers, (2) the diverse nature of the work that these persons are doing, and (3) the related difficulty of defining social work.

1. Nobody knows how many persons are engaged in social work today. For some years there have been more social work jobs than persons with training to fill them. Consequently there are many thousands of persons doing social work who are not eligible for AASW membership. The large number of social workers makes the problem of cooperation on a community- or nation-wide basis more difficult. The fact that social workers today are divided into two large groups, AASW members and others, is a matter of interest to the AASW, for the status of social workers who are not members affects the entire profession. The existence of the AASW has to some extent widened the gulf between the two groups. The professional organization must be concerned with all persons practicing the profession, and their professional obligation is not discharged unless they have an active interest in ethical and professional standards.

Although AASW is best meeting the needs of all the social workers by maintaining "high" membership standards, yet it is obvious that, at least during the present generation, many persons will be doing social work who are not and

will not be eligible for AASW membership. Many of these social workers are undoubtedly outstanding representatives of the profession and are justified in holding themselves out as social workers. The rights of those persons who have been practicing social work but who are not eligible for AASW membership must be protected. A state legislature should not be asked to legislate out of existence the right of these persons to serve the public as social workers and earn their livelihood, unless it is clearly shown that the public as a whole is damaged by failure to take such action. Any person doing social work has a vested interest in any proposed legislation. The rights of these persons should not be wilfully ignored.

2. The diversity of activities in which social workers are now engaged is a phenomenon which may need closer analysis. As specialties develop it becomes more and more difficult to recognize any touchstone for the entire group. The problem is pointed up in the field of professional education where the curriculum planners strive to work out a "basic" course of study which should be required of any person who intends to practice social work. The special needs of the medical worker, the group worker, the public assistance worker, the research specialist, etc., must all be weighed, but at the same time it is necessary to delineate carefully the basic knowledge needed by all.² The development of specialties may give a false sense of security. For example, public welfare personnel may feel that they are achieving sufficient status through civil service but such a narrow viewpoint will not solve the broader problems in which all social workers must be interested. The psychiatric worker, the probation or parole worker, and the group worker may discover values in developing their specialties and also simultaneously recognize the common problems of all social workers. The maintenance of a professional bond is necessary to secure the cooperative action needed to solve problems beyond the ken of a specialist group.

3. The difficulties involved in defining social work are too familiar to justify lengthy review. A social worker is a person who does social work—social work is a type of activity engaged in by social workers. Eventually it will be necessary to get off this merry-go-round and establish in the community the best definition it has been possible to work out. There may be benefits in the fact that to date clear cut lines have not been drawn between social work and other professions. At a certain point however it is necessary to draw lines and to establish a working definition of the field if further unified progress is to be made. There is always the possibility that if social work-

ers do not define their professional activity as they believe it should be defined, other persons will do it and perhaps in an unsatisfactory manner. For example, civil service by means of job specifications defines many social work jobs, sometimes without adequate participation by competent social workers.

STANDARDS

Establishing the standards to be required of a registered social worker is a basic consideration and is similar to the process of defining social work. Decisions must be made concerning educational requirements, evaluation of experience, and the use of examinations. Some persons are not willing to support any plan of registration until they are assured that the standards will satisfy their peculiar fancy. The problem has been worked on long enough so that it should be possible to establish some kind of standards on which there can be general agreement.

It is important that the AASW establish nationally a definition of social worker to be used locally as a basis for registration. The present AASW membership requirements may be used by permitting the substitution of experience for education. Any registration plan must include the large number of persons doing social work. Although there is a strong conviction that formal education is the best preparation for social work, many persons have developed competency by means of undergraduate education and in-service training. Professional education may give a presumption of competency but it is not an absolute criterion. Certainly not as many years of formal education can be required for registration as for AASW membership—substitutions must be provided for, either through examinations or through years of experience or both. An "examining board" can be created with power to approve the registration of person who do not obviously meet the technical requirements.

PRIVATE REGISTRATION

In order for social workers to know accurately what is wanted in the way of a statute to protect themselves and the public, it seems advisable that they strive to secure some type of *private* registration before advocating a statute. The purpose of such a registration plan would be to establish minimum standards for the large number of practicing social workers. Since the state must be the basis for any legislation which is subsequently needed, it is important that the private system of registration be state-wide. The registration should be sponsored by all organizations which represent social workers and not by the AASW alone.

The proper organization to sponsor a private registration plan is a matter to be determined according to the situation in a particular state. In some states the state conference of social work

²The problem is not peculiar to social work. The law student is required to study criminal law although he may be positive that upon being admitted to the bar he will never have an occasion to use any knowledge of that particular field of law.

may be the proper agency. Cooperative action must be secured. Such groups as the existing social worker clubs, medical social workers, group workers, psychiatric social workers, unions, civil service employe organizations, and state conferences of social work will be interested in any plan for the registration of social workers.

The AASW should be prepared to recommend standards concerning education, examinations, and experience. The AASW must be able to present a sound and workable definition of social work which recognizes the professional essentials of social work and which will be acceptable to a large number of social workers. Standards of education and experience must be presented in such a manner that it is understood that present standards are below what will be acceptable in the future. Present practicality must be fused with ideals for the future.

PUBLIC REGISTRATION

After experience has been gained in applying a definition of social worker to specific persons it will be advisable to secure a statute which places the registration under state (public) auspices. The assistance of the state agency which is responsible for the licensing, registration, and certification of other professional and occupational groups must be obtained at this stage of development. The exact administrative set-up will depend upon the situation in a particular state. The proper time to take the step from private registration to a public system will depend upon the rate of development of the private program. It does seem clear, however, that a plan of private registration should be operating before an attempt is made to secure status by means of a statute. Social workers need to assure themselves that any proposed legislation represents the consensus of the large number of social workers in the state. To attempt to secure legislation before unanimity of opinion is secured could result in further dividing social workers.

An organization such as the AASW can aid in achieving the goal of public registration by drafting and approving a "model" law which will serve as a proclamation of acceptable standards on a national level. Such a project could first be undertaken by the chapters in a particular state with assistance from the national office. Subsequently, if and when approved by the national organization, such a model law could be issued by the national AASW and then used by local chapters in their work in a particular state. Unless standards are thus issued in a concrete, workable form it is possible that uniformity of minimum standards throughout the nation will never be achieved.

A state-wide organization of all "registered" social workers should be established at some stage of the proceedings. There may be some merit in requiring all persons who are practicing social

work to maintain membership in such a state organization. Social workers could then accept the responsibility of "policing" their own profession. There is an obvious parallel between such an organization and the "integrated bar" which has been developed by lawyers in some states.

PRO AND CON

Social workers must decide whether time and effort expended to secure a system of registration would be justified by the results which might be obtained. A registration plan should assist the profession in the following respects:

1. A system of registration would assist the public to recognize that social work is a field of special competence. Standards of competency will of necessity be presented to the public, which will make it possible to decide just who are and who are not social workers. Important corollary objectives are (a) to assist the public to identify those persons who are not competent to do social work, and (b) to enable social workers to secure positions for which they are qualified.

2. A registration plan would establish a broad definition of social work and aid in achieving homogeneity among all persons doing social work. Such definition would enable a large number of persons to determine for themselves whether or not they are doing social work. Although many persons in such fields as vocational rehabilitation, parole and probation, and recreation may not now regard themselves as social workers they may find it desirable to qualify for registration.

3. A registration plan can be the instrument for gradually increasing the level of competence of all persons doing social work and for improving standards of practice. As the idea of qualifying for registration becomes accepted in the community and among practicing and prospective social workers, the requirements for registration can be made higher through the years. Certain qualifications can be set forth for the original registration and higher standards required for its continuation after a specified period.

A registration plan would not obviate the need for specialized accrediting agencies. Such groups as the medical social workers, psychiatric social workers, group workers, and the AASW will continue to function in maintaining standards. Membership in such organizations could continue to be a "certification" as to particular standards. The public registration system will establish minimum standards for all social workers, while the private groups may continue to "certify" by means of their membership requirements a higher degree of specialized competency.

It is well to consider certain of the arguments advanced against the idea of a registration plan. An examination of these arguments, however, brings to light some potent reasons for taking such action.

1. It is said that social workers are achieving status through civil service, and a registration system is, therefore, not needed. Persons in the public service contend that the problems will be solved by the expansion and improvement of civil service. The fact that their number is so large may cause public welfare personnel to forget the existence of many other social workers. To place too great reliance on civil service will handicap the development of the profession. Those persons interested in civil service should consider the following aspects of the situation: (a) many social workers are employed by private agencies and are not covered by civil service; (b) social workers are employed in widely separated units of government; (c) administrative and civil service personnel are sometimes slow to recognize that certain positions require traditional social work skills; and (d) civil service requirements are set up and administered in such a manner that personnel lacking the "proper" qualifications frequently secure positions which should be classified as social work positions.

2. Another argument is that the problems facing social workers should be solved through the agencies which employ social workers. The profession of social work is different from certain other professions in that almost all of the group are "institutionalized" in the sense that they are employed by agencies. Since social workers are at one end of the employer-employee relationship, it can be argued that the need is to improve that relationship and that social workers' professional status will get no higher than the standing of the agencies by which they are employed. The fact that social workers are usually employees is the reason for the existence of labor unions in social agencies. Development of a profession, however, depends upon the establishment and development of a bond between all practicing social workers apart from their affiliation with agencies.

3. It is contended that status is being secured by the activities of such organization as the AASW, labor unions, social work clubs, state conferences of social work, National Conference of Social Work, American Public Welfare Association, American Association of Medical Social Workers, and the American Association of Psychiatric Social Workers. The very listing of

so many different organizations points to the need of an over-all coordinating, integrating element in the profession.

4. Some persons fear that antagonism to social workers will develop because the attempt to secure registration will be interpreted as merely a selfish desire on the part of a small group to protect its own interests. It seems evident, however, that if attempts to secure registration of social workers are made cooperatively among AASW and other interested groups such unified activity will increase the homogeneity of persons doing social work.

5. It is said that there are other more important activities in which the members of AASW are engaged and to which they should devote their entire efforts. Many social workers believe that the problems facing social work will be solved more quickly and more satisfactorily if their own status is clearly established. Then when they do act and speak, their objectives will be attained more easily and more effectively. Perhaps social workers have not been as aggressive as they should have been in securing their own status in the community; and because they have not built an adequate rostrum from which to speak, their voices are not heard, although they shout loudly.

It seems appropriate that the AASW and all social workers attempt to secure a common basis for action so that their special abilities will be more effective. Such action must be based upon a strong conviction that our common skills and beliefs are of a kind that have special significance to the welfare of the community. If these convictions are to result in anything more than mere talk, it is necessary to agree on a plan of action. It may be well to apply the old one-two-three process: study, diagnosis, and treatment. Present-day problems must be studied as thoroughly as possible. But study alone is not enough. It is necessary to make a group decision as to what action is most feasible in the light of all available facts. But study and diagnosis are not enough. They must be followed by a definite effort to implement the decision. It is necessary to follow through with a program which may not satisfy any of us individually in all particulars but which is recognized as the best plan that can be developed at present.

Licensing of Other Professions

By SUE SPENCER

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THE regulation, under governmental or voluntary auspices, of practice of a profession has one or more of the following objectives: (1) protection of the public against employing incompetent or unscrupulous persons; (2) identification for the public of persons with special competence; (3) raising the level of competence of persons practicing; (4) protection of qualified practitioners from unfair competition by unqualified practitioners; (5) protection of resident or citizen practitioners from competition by outsiders—non-residents, aliens; (6) provision of a legal basis for professional practice in conjunction with other professions and as a legal entity in a community.¹

In reviewing the experience of other professions, certain elements are common to all of them: the problem of definition of professional content; the decision as to minimum standards to be required of persons to be recognized by registration, certification or license; the relationship between the supply of adequately trained personnel and the jobs to be filled; and the methods by which individual competence can be measured.

Definition of the profession is necessary in order to differentiate it from other professions and occupations; to provide a basis for examining the competence of individual practitioners, and to provide the legal yardstick to be used in cases of dispute as to the application of the licensing statute to an individual or an activity. Without legal definition statutes are legally unsound and the burden of definition will be left with the courts in which disputes are heard.

Some professions have designated only those with real competence as certified practitioners and hoped that the public would come to demand that competence from all practitioners. Other professions have registered or licensed all persons practicing and then sought to increase the supply of well qualified practitioners with the hope that the public would recognize their value and demand higher standards.

The difficulty of measuring professional competence and of creating situations in which it can be clinically demonstrated has been a major obstacle. However, during the past 20 years progress has been made in this direction. Accurate measurement pre-supposes a clear definition of the elements to be measured and objective methods of measurement.

The professions generally have progressed from training through apprenticeship to training for some or all practitioners in the professional schools. Some professions have reached the stage of professional school training as requisite for admission to state examinations. It is safe to assume however that in all professions there is a direct relationship between the proportion of practitioners who are thoroughly qualified and the level at which regulation of practice can be set. Further, a number of professions have recognized the desirability of putting effort into raising the quality of training given in the professional schools rather than working initially on registration or licensing.

No attempt is made in the succeeding paragraphs to give a comprehensive history or analysis of the development of regulation of practice in the several professions considered. Instead, only those facts which appear of particular significance in relation to the possibilities open to the social work profession are included.

TEACHING

During the colonial period, certification of teachers was a local school board responsibility. With the development of strong state departments of education, there has been a steady trend to put certification in the hands of the state authority. There are still a few states where a county superintendent can give emergency certificates to fill a vacancy and one state in which certification is still generally local. The legal premise for licensing of teachers has been stated as follows:

Just as the state must from time to time determine what requirements it deems advisable to enforce as to subjects of education, length of school term, minimum tax rates, school attendance, and other matters, so also must the state, from time to time, set the educational and professional requirements which it must demand from those who expect to teach in the schools which the state has deemed wise to provide.² . . . The purpose of all certification requirements is to insure to the child a properly prepared teacher on the one hand, and to protect the state against the employment of incompetents and a wasting of the proceeds of taxation for education on the other.³

In certain states certification of teachers is enforced for private schools as well as public schools.

¹ Bradway, John S., *Legalizing the Professional Social Worker*, *Social Service Review*, March, 1945.

² Cubberley, Ellwood P., *State School Administration*, Houghton Mifflin Co., 1927, p. 621.

³ *Ibid.*, p. 635.

In 1907 Indiana became the first state to make high school graduation a prerequisite for any teaching certificate. By 1921 15 states had either achieved this or passed legislation requiring it within a specified period. California led in the standards which it established.⁴ Between 1921 and 1937 the number of states in which no definite scholarship requirement was stipulated declined from 30 to 8; the number which had established from one to four years above high school rose from none to 32.⁵ The average amount of education possessed by teachers is increasing approximately one year during each 15 years.⁶

Control of certification is shared by professional practitioners with lay board members in some states. There has been more lay participation in teacher certification than in many of the other professions.

Certification was originally based primarily on passing of a written examination. Later, and continuing into the present, there was the general practice of certifying on the basis of education completed, with examination as a substitute method of qualifying those who could not meet educational requirements. The trend now is toward the use of comprehensive examination results, together with academic accomplishments. Under the auspices of the American Council on Education, the National Committee on Teacher Examinations was established in 1939 and authorized "to supervise the task of preparing a battery of objective tests for the examination of teaching candidates . . . to aid superintendents in their efforts to improve the selection of new teachers and to provide prospective teachers with the opportunity to demonstrate their qualifications objectively on a national scale in terms of comparable units."⁷ Examinations are given in various sections of the country and include common examinations in reasoning, English, general culture, professional information, and contemporary affairs. In addition the candidate takes several optional examinations in curriculum subjects.⁸

The teaching profession has been moving away from issuance of life certificates. The raising of standards has been accomplished through the procedure of setting three standards of certificates, A, B and C, and announcing that after a given date no more C grade certificates will be issued. Residence requirements have been retained in a few states until quite recently. The principal

barrier to mobility of teachers in connection with state certification is the inclusion of rigid requirements, such as a certain number of clock hours in practice teaching.

Teachers are faced with the general public attitude that anyone can teach who has a pleasant personality and common sense and a modicum of education.

MEDICINE

The development of regulation of the practice of medicine is well known, but certain facts will bear repetition. The profession has gradually succeeded in differentiating for the public the competence of the professional from that of the neighbor, the religious leader, the "natural." The tangibility of physical conditions such as serious illness, fractures and loss of function have facilitated demonstration and interpretation that the practice of medicine demands skill and integrity.

All states now restrict the practice of medicine to persons who have met certain educational requirements and have passed rigid written and performance tests. There are four types of examinations in common use: the State Board examinations required for state license to practice; the National Board examinations; the Basic Science Examinations required by 17 states and the District of Columbia as prerequisite to application to take the State Board examinations; and the Medical Specialty Boards examinations.

The National Board examinations are now accepted in 44 states in lieu of State Board examinations and are taken by a large number of persons entering the practice of medicine. By utilization of test scores of candidates from various schools and various states, it is possible to determine the degree to which the respective schools are qualifying their students to meet the National Board standards. The examinations are increasingly used by medical colleges in lieu of their own examinations and the National Board examinations must therefore be kept in step with curriculum developments.

The Basic Science Examinations, on the other hand, are aimed at insuring that the candidate for a license to care for the sick and injured shall "possess reasonable knowledge of sciences fundamental to the healing arts. The enforcement of such laws affects mostly the group classified as 'other practitioners.'"⁹

Like their brothers the lawyers, the doctors of medicine are considerably concerned over the inroads made in their professional practice. The exponents of healing cults which do not recognize the therapeutic principles and methods of medical sciences have succeeded in winning the confidence and loosening the purse-strings of a substantial number of persons. Medical men profess scorn for their competitors' techniques and apprehension of the results of their treatments; but the drugless

⁹ Medical Licensure Statistics for 1944, *Journal of American Medical Association*, May 12, 1945.

⁴ Elsbree, Willard S., *The American Teacher*, American Book Company, 1939, p. 351.

⁵ *Ibid.*, p. 352.

⁶ United States Office of Education, Department of the Interior, Bulletin 1938, No. 12, Government Printing Office, Washington, D. C.

⁷ General Information Bulletin, National Committee on Teacher Examinations, New York City, March, 1945.

⁸ Ryans, David G., *Measuring the Intellectual and Cultural Background of Teaching Candidates*, Cooperative Test Service, New York City, August, 1941.

practitioners, secure in the legislative recognition which has been accorded them in almost all states, continue to flourish without appreciable signs of abatement.

Aside from any evaluation of the place of the sectarian in medical science, some very real problems in the regulation of these "healers" are posed for the legislator. Should they be allowed to practice under the prevailing professional and educational standards, or should the standards in any way be revised to fit modern conditions?¹⁰

The results of the Basic Science examination demonstrate that in general practitioners other than regular physicians are poorly equipped in the fundamentals of medicine.

The Medical Specialty Boards constitute a further development of certification of competence.

In 1933 the Council on Medical Education and Hospitals of the American Medical Association was authorized by the House of Delegates of the American Medical Association to formulate standards and approve examining boards in the medical specialties. The resolution urged that the machinery of the American Medical Association, including the publication of the American Medical Directory, be used in furthering the work of boards accredited under this plan. Examining and certifying boards had already been established in [four specialties] but it was believed that there was need for a universal standard governing all fields of medical practice in order that properly qualified physicians might readily be recognized.

Standards governing the approval of specialty boards were compiled by the Council and approved by the House of Delegates in 1934, and have since been revised. The Essentials of Approved Examining Boards in Specialties include, in addition to regulations relating to the organization and operation of specialty boards, the minimum qualifications deemed necessary for certification as a specialist; namely, graduation from a medical school approved by the Council on Medical Education and Hospitals, an internship in a hospital approved by the Council, and a period of specialized training in a selected field.

Eleven boards have been organized since 1933. . . . A key number has been assigned to each approved specialty board, such as A.B.1, and the biographic records of physicians published in the American Medical Directory include by this means reference to those certified by these boards.¹¹

By March, 1945, 24,752 persons had been certified by the 15 Medical Specialty Boards.

Typical of the statements of purpose and value of certification are the following extracts from the American Board of Dermatology and Syphilology.

*Purposes*¹²—The board has been established primarily to determine the competence of physicians who specialize in dermatology and syphilology. It will therefore establish minimum standards of education and training, examine applicants and certify properly qualified specialists in this field, prepare lists of those qualified and arrange for the publication of such lists. Because of its interest

also in the fulfillment of these standards, it will attempt to stimulate the development of adequate training facilities, investigate institutions and individuals offering adequate training in the specialty. The board, in addition, will always be glad to advise physicians desiring to enter this special field of medicine.¹²

Certificates—A certificate will be issued to each candidate who meets the requirements of the board, to the effect that the holder of the certificate has had adequate training in dermatology and syphilology and has successfully fulfilled the requirements of the board.

It is expected that medical schools, hospitals and physicians, as well as the lay public, will utilize the certificate from this board as a proof of adequate preparation in the field of dermatology and syphilology, and of fitness of candidates for positions under their control. For this purpose lists of those holding certificates from the board will be available for inspection and will be published from time to time in the Directory of Medical Specialists. Diplomates will be identified in the Directory of the American Medical Association.

A certificate granted by this board does not of itself confer or purport to confer, any degree, or legal qualifications, privileges, or license to practice dermatology or syphilology. The board does not intend to limit or interfere with the professional activity of any duly licensed physician. Its aim is to improve the standards of practice of dermatology and syphilology by encouraging improvement in the opportunities for and quality of training for specialists in this field of medicine, and to certify, as specialists those who voluntarily comply with the requirements of the board.¹³

NURSING

The nurses have since the turn of the century been engaged in a campaign to raise the standard of professional education, to designate competence for the public through restriction of the right to use of a title, such as registered nurse and, more recently, to regulate the practice of nursing for hire. Faced with the general belief that intelligent, kindly women with some experience in care of the sick could render adequate service without having completed technical training in a professional school, the nursing profession has chosen to differentiate sharply between the competence of the professionally trained and the competence of the "practical" nurse. Having succeeded in this effort, the profession is now turning its attention to regulation of *all* nursing for compensation.¹⁴

The State Boards of Nurse Examiners are usually appointed by the governor from nominations submitted by the state nurses associations. The boards are usually charged with responsibility for setting up requirements for schools of nursing, surveying schools, advising with faculty members and approving the schools which meet the requirements, examining applicants for registration, passing on applicants seeking registration by reciprocity, keeping a register of all persons

¹⁰ The practice of the Healing Arts: Some Regulatory Problems, *Fordham Law Review*, Volume 6, 1937.

¹¹ Approved Examining Boards in Medical Specialties, *Educational Number of Journal of American Medical Association*, August 15, 1942, p. 1345.

¹² *Ibid.*, p. 1348.

¹³ *Ibid.*, p. 1349.

¹⁴ Deming, Dorothy, Practical Nurses—A Professional Responsibility, *American Journal of Nursing*, Volume 44, No. 1, January, 1944.

to whom certificates are issued, and revoking or suspending certificates.¹⁵

Provision for registration of nurses already registered in other states is covered by all but one of the states, but conditions are rigidly specified and vary from state to state.

A national register of nurses based on fulfilling the requirements of a national examining board has been proposed but could not be used as the basis for reciprocity or for initial registration without amendment of most of the nurse practice acts.

Initial registration is based upon passing of a state examination, usually practical in addition to written, and meeting of educational requirements. A national test pool, operated by the Committee on Measurements and Educational Guidance, has prepared examination materials now being used by 23 state boards in examining nurses. In addition there are regular national conferences of the State Boards of Nurse Examiners looking toward the solution of examining problems and the possibility of greater reciprocity.

ACCOUNTING ¹⁶

Rising from the financial panic of 1873 and influenced by the British chartered accountants, many of whom came to this country in the decade following, public accountancy has secured major statutory regulation in all 48 states.

"British chartered accountants, who had already acquired a reputation in their own country as experts in financial investigation and financial management, were sent to this country by British capitalists to investigate the financial affairs of businesses in which they were interested." The demand for accounting services increased with the growth of American business and in 1882 professional societies on a state-wide basis began to be formed to furnish lectures and discussion in accountancy and business procedure. The American Association of Public Accountants, formed in 1887, hoped to achieve professional status but failed because there was no system of technical training and examination, such as the British, and its titles F.A.A. and A.A.A. received little recognition. Whereas the British accountants received a strict apprenticeship training and were required to pass a rigid examination before becoming chartered accountants, the United States public accountants found the apprenticeship method unsuited to the American system of institutional education. Efforts were made, therefore, to establish professional schools, within established universities and as independent institutions. The

first such school was incorporated in 1892 and closed in 1894.

It seemed apparent that only by direct legislation could public accountancy in the United States secure a professional status. Stimulated by the intense competition among public accounts during the depression of the 1890's, by the failure of the school of accounts, by the desire to overcome the prestige of the chartered accountant, and by the efforts of chartered accountants themselves to secure regulatory legislation in Great Britain, the American Association prepared a public accountancy licensing bill. The bill provided for the granting of licenses, after examination, and the restriction of public accountancy practice to those licensed by law. It was further provided that no one could be admitted to examination unless he had completed a two-year course of study in an approved technical school of accounts and, in addition, should perform acceptable service in the office of a public accountant for not less than three years.

The Institute of Accounts also prepared a public accountancy bill providing for use of the title, certified public accountant. Both bills were introduced in the New York legislature in 1895. Lack of cooperation among accountants and opposition to the restrictive provisions defeated the bills. A compromise bill was passed in 1896, providing for use of the title, C.P.A., giving the Board of Regents administrative power, and omitting the restrictive provision. Bills were soon presented in other states but none was immediately successful.

New and competing national and state organizations were formed. The Federation of State Societies of Public Accountants in the United States of America, formed in 1902 to organize state associations which could unite nationally and coordinate legislative efforts, gave a "much needed impetus to the C.P.A. movement." Information was furnished to state organizations on suitable C.P.A. bills and legislative activity. The American Association of Public Accountants reorganized and absorbed the Federation of State Societies in 1905. Laws were enacted in 32 states during the 11 year period immediately following.

So rapid was the movement that the Association found it impossible to secure uniformity desired. Part of the difficulty was due to its form of organization. It had no direct control over its membership and acted only through state organizations. Consequently, it refused to encourage the formation of organizations and the promotion of state legislation except where a sufficient number of reputable public accountants had already established their practices.

The tremendous expansion of industry and commerce created such a demand for the services of public accountants that a growing number of bookkeepers, private accountants, governmental employees, and others, were attracted to public practice. The prestige of the certified public accountant, the increasing local competition in practice by national accounting firms, and the desire of the uncertified to secure certification without examination, helped to speed the spread of legislation.

Pressure to secure the title caused the development of an unsatisfactory trend in C.P.A. legisla-

¹⁵ Jacobsen, Marguerite K., R. N., *Nursing Laws, American Journal of Nursing*, Volume 40, No. 11, November, 1940.

¹⁶ All information and quotations on accounting are from Ralph L. Boyd's *A Study of C.P.A. Legislation in the United States—1896-1940*, Abstract of Thesis Submitted in the Graduate School of the University of Illinois, 1941.

tion. In some states, waiver certificates were granted to bookkeepers and private accountants. In others, laws provided for administration by political or semi-political boards. Political pressure, and the consequent lack of certification standards, led to such a laxity in the granting of certificates, either by complete waiver or by inadequate examination, that the American Association deemed it necessary to express its disapproval of the laws enacted in 11 states. In 17 of the 32 states, no provision was made for professional training of candidates. In 3 others, applicants for examination might substitute private accounting experience for public accounting requirements. In spite of increased facilities for educating accountants, not a single law or state board regulation required technical education in accountancy.

In an effort to improve standards for admission to the profession of public accountancy, the American Association reorganized as the American Institute of Accountants in 1916. The new organization admitted to membership only reputable practicing public accountants who passed an examination conducted by a board of examiners of the Institute. No direct recognition was given to the certified public accountant. Its members were urged to use the initials, "A.I.A." instead of the title, "C.P.A." However, a uniform examination service was offered to state boards of accountancy and those successful

in passing state examinations approved by the Institute were accepted for membership without additional examination. So successful was the plan of uniform examination that by 1921, only 4 years after its adoption, it was being used in 36 states. By 1940, 45 states and territories were using the Institute's questions.

War work, restrictive legislation, and internal dissension among public accountants, were distracting influences for a time. Nevertheless, there has been a gradual increase in the emphasis upon education for the profession. By the end of 1940, 23 states and territories gave some recognition to technical education in accountancy. However, only one law (New York) actually required that *all* candidates for the C.P.A. examination must have completed an approved course of study in accountancy.

Public accountancy in the United States is now far behind other professions in its requirements for professional training. Most of the states (but not all) require candidates to have had at least the equivalent of a high school education.

The uniform examination of the American Institute of Accountants has done more than anything else to give the certified public accountant certificate its present high standing in the United States. Professional training requirements and restrictive legislation are spreading.

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Red Cross Needs You

BY BASIL O'CONNOR

Chairman, American National Red Cross

THE American Red Cross need for professional social workers to serve the wounded in military hospitals at home and abroad is acute.

A campaign to recruit 3,000 women for Hospital Service positions is underway. Seven hundred and fifty social workers, 1,650 hospital workers who will function as staff aides in the area of social case work and 600 recreation workers, all are desperately needed.

Most critical is the need for trained social workers who can give leadership and supervision to the many partly trained and untrained staff aides. Without these social workers, the many women now clamoring to serve the hospitalized heroes to whom we all owe our personal safety, cannot be put to work, for their activities must be guided by professional and qualified social workers.

Although our campaign was launched in May, hundreds of vacancies still exist in supervisory, administrative and staff social work positions, both in this country and overseas.

Seeking to determine why these vacancies still exist, the American Red Cross felt that a primary cause was the small number of qualified social workers from which to draw. But it also felt that important factors might be lack of understanding of its program, lack of knowledge that new and higher salaries are offered, that its Hospital Service workers will be needed for years to come, and that there is a choice of either domestic or foreign service.

Fear that the jobs might last but a few months probably discouraged many. Yet the Red Cross points out that its hospital program is a peacetime as well as a wartime service. Its beginning dates back to 1917 when the first worker was requested and assigned to the Army Hospital for Functional Neuroses, in Plattsburg, New York.

In the peacetime years that followed the first World War, requests for social workers and recreation workers in military hospitals increased markedly. At the time the Selective Service Act of September, 1940, was under consideration, American Red Cross Hospital Service workers had already completed years of service in every one of the 18 Army general and Naval hospitals which cared for the sick and injured of our peacetime forces. As expansion of military hospitals occurred, medical and psychiatric social workers

and recreation workers were sought by the Red Cross to fill growing requests for their services.

Shortly before the outbreak of war, the Surgeons General of the Army and Navy, planning to provide necessary services for men in military hospitals, reported that American Red Cross social workers and recreation workers were necessary if effective service were to be given the soldiers and sailors who fell ill or were injured. For the first time the Army requested that hospital units going overseas be accompanied by both social workers and recreation workers in the American Red Cross employ.

When war fell upon us in December, 1941, there were but 150 Hospital Service personnel in domestic military hospitals. Although Hospital Service never recruited a sufficient number to meet military demands, by April 30, 1945, nearly 5,000 workers, exclusive of clerical personnel and volunteers, were functioning in military hospitals and the need for additional workers had flared up from a chronic ailment to an acute stage.

Need for social services has grown because the important contribution made by professional workers has been recognized. As they are needed today, as they were needed in peacetime years before the present conflict, so too will they be needed in the future to serve occupying troops who fall ill, to serve the hospitalized of our standing peacetime Army, to serve battle casualties who will not rise from their beds healed by the declaration of peace.

Many workers hesitate to serve as Red Cross workers in military hospitals, because they may feel they are now performing vital functions in the community. One cannot dispute this. But one can ask that they weigh in the balance their professional obligation to men whose disabilities have left them questioning their own worth, their own ability ever to return as productive members of society, and who need help to find solutions for personal and family problems which are draining energy needed for recovery.

The Red Cross recognizes that community services must be maintained and so it has asked those workers who cannot be spared indefinitely, to enter on a year's leave of absence for domestic assignments and 18 months if they elect to serve overseas. When these workers return to their former positions, they will have profited by their military hospital experience and will be better

prepared to help the families of veterans and the future veterans themselves.

Red Cross Hospital Service will have offered, too, an opportunity to learn and grow while serving the patients, while supervising workers whose skills need development.

The Red Cross knows well that an insufficient number of trained workers exists. It is striving to replenish and add to the professional field of social work. This year it offers 600 scholarships for one year at an accredited graduate school. Each scholarship carries full tuition and \$100 a month during the academic year. It asks its applicants to pledge one year either as a Hospital Service worker or as a Home Service worker at the expiration of training. The scholarships are offered to college graduates fresh from school as well as to those who have already partially completed their school of social work studies.

Those who are now employed in Red Cross Hospital Service have a variety of opportunities for in-service training. During the summer of 1945 an Institute was held at Smith School of Social Work for beginning supervisors and senior case workers led by Miss Eleanor Cockerill. Successive groups of 25 generic social workers are being prepared for service to neuropsychiatric patients in convalescent hospitals. A ten weeks course at the Army Air Forces Convalescent Hospital at Fort Logan, Colorado, is given. Here they participate in lectures and seminars given to Army Air Forces medical officers who are taking training courses in psychiatry under the direction of Col. John M. Murray, Psychiatrist who taught at the Smith School of Social Work and

whose understanding of the functions of social workers has made him particularly helpful.

Groups of hospital workers who function as staff aides, receive four weeks training at a psychiatric hospital so that they may be better prepared to work under supervision with neuropsychiatric patients. In-service seminars have been held in Washington for supervisors. Seminars and in-service training courses have been begun for recreation workers so that they may better understand and help the hospitalized servicemen.

The one-third recruitment mark has just been reached. But of 750 trained social workers sought, only 110 have thus far been employed. Of 600 recreation workers sought, more than 200 must still be found.

Are social workers to let the wounded feel that their sacrifices are already forgotten? Are men who have the capacity for adjustment to be allowed to content themselves with goals which fall short of their capacities? Are social workers to struggle in postwar years with chronic cases of maladjustment because they failed to foresee the preventive aspects of early aid? And lastly, are social workers and recreation workers willing to forego the opportunity of proving their services to doctors who represent every type of community, rural and urban, in the country, some of whom have never had the opportunity of working with a professional social worker? Skills and training impose a heavy obligation. Will professional social workers not dedicate even one year to American Red Cross employment so that the wounded may be served?

CASW Executive Secretary

Miss Joy A. Maines has been appointed Executive Secretary of the Canadian Association of Social Workers. Miss Maines was President of the CASW last year, and for the past nine years has been Executive Secretary of the Council of Social Agencies and Executive Director of the Ottawa Community Chest.

An Army Appointment

Major Daniel E. O'Keefe, AGD, has been assigned on temporary duty as Chief of the Psychiatric Social Work Section of the Psychiatry Branch of the Division of Consultants in Neuropsychiatry, Surgeon General's Office. Major O'Keefe has a master's degree in social work from Catholic University of America. He has been in the Army for more than four years.

Col. Menninger, Director of the Division, is to be congratulated for having been able to establish Major O'Keefe's position and for having filled it with so able an officer.

Social and Environmental Factors in Medicine

The teaching of the social and environmental factors in medicine, as now carried on in medical schools in this country, is being studied by the Association of American Medical Colleges in cooperation with the American Association of Medical Social Workers. A grant to finance the study has been given by the Milbank Memorial Fund. A committee of twenty-five physicians and medical social workers who are engaged in this teaching has been formed to direct the study, under the name of the Joint Committee on the Teaching of the Social and Environmental Factors in Medicine. The Executive Secretary of the study is Miss Harriett M. Bartlett, 49 Fruit Street, Boston 14, Massachusetts.

It is the aim of the study to bring together and analyze the experience of a group of medical schools in introducing students to the social and environmental components in medicine. Visits to selected centers will be made by members of the committee. The study is expected to last through 1945, at the end of which time a report summarizing the findings will be prepared.

The Social Work Profession Looks to the Future

A Report to the Membership

BY JOSEPH P. ANDERSON

Executive Secretary of the American Association of Social Workers

THE past two years have been ones of continued growth for the social work profession. Social workers have made a substantial contribution to the war effort. It is too early to evaluate this contribution or the total impact of a world at war on the social work profession. The American Association of Social Workers has provided a channel through which the members of the profession could participate in activities necessitated by the war. This is a report to the membership on these activities.

Despite the disturbing effects of internal reorganization, the record of the Association's activities during this period is impressive. The Association can be justifiably proud that during periods of crisis it can command the type of leadership represented by its national officers and board members during the past several years. The work of the national officials of the Association during this period is reflected in the steadily increasing vitality of the Association's program. The varied and productive activities of chapters, large and small, in all sections of the country is a tribute to the high quality of leadership offered by chapter officers. In the last analysis, however, the strength of the Association lies in the interest and support of individual professional social workers. In spite of increased job responsibilities and the demands of war-related activities, an increasing number of professional social workers have demonstrated their interest in the profession by their loyalty to the professional Association.

WARTIME COMMITTEE ON PERSONNEL

The social dislocations produced by the war have resulted in an unprecedented expansion of community health and social services to civilian and military populations. The demand for qualified personnel to man these services was met by the social work profession through the development of the Wartime Committee on Personnel, a committee representing the several professional associations in the social work field. After meeting as a coordinating committee for sometime, the Wartime Committee on Personnel sought the auspices and staff service of the American Association of Social Workers and since July 1943

has been a regular committee of the Association. The three major aspects of the committee's program are: (a) the recruitment of personnel for professional training; (b) the expansion of training resources in schools and agencies; (c) the maintenance of adequate standards of personnel.

RECRUITING FOR SOCIAL WORK

Based on plans outlined by the Wartime Committee in 1943 a national recruiting campaign was launched and a full-time professional social worker added to the AASW staff in 1944. Recruiting materials prepared by the various professional associations were assembled in the AASW office and a method of distributing them in quantity and of centralizing individual inquiries through our office was established. During 1944 and the first six months of 1945 slightly less than 5000 individual inquiries about social work as a profession have been answered by our office. Co-operative relationships were established with other national organizations and many local recruiting committees were established.

Publicity material describing the opportunities in social work, scholarships and fellowships available, and the professional schools was directed toward the interests of high school and college students and men and women in the Armed Forces. Assistance was given to individuals preparing material for publication in national magazines and newspapers. In cooperation with Science Research Associates, asked by the armed forces to prepare material for vocational guidance kits to be sent to military establishments in all parts of the world, the Wartime Committee prepared and made available more than 16,000 pieces of recruiting material for this purpose. At the request of the War Department we prepared a statement about the field of social work for use by interviewers in Separation Centers. At the request of the United States Armed Forces Institute a similar statement was prepared for use by counselors in connection with their educational programs. Copies of our material have been sent to all of the regional offices of the Veterans Administration for use by their counselors. At the request of the United States Employment Service, a statement describing the opportunities in

social work was prepared and distributed to all the employment offices for use by interviewers in these offices. Under the leadership of the Wartime Committee recruitment to the profession of social work has become an established part of chapter activities in more than forty communities throughout the country. Local committees, patterned after the national committee, have laid a foundation for the creation of better public understanding of social work as a profession. Growing programs in these cities are contributing to knowledge of social work by the public at large as well as drawing new members into the field.

In the interest of expanded resources for social work the Wartime Committee has carried on the following activities. The committee cooperated with the Office of Community War Services in formulating a request for federal aid for student social work scholarships; this request was later incorporated in the War Manpower Commission's bill. Consultation has been offered to war-related agencies, especially the American Red Cross, in their educational programs. A statement of principles and standards relating to recruiting, training and use of personnel was adopted to provide a basis for the committee's action and as a guide to national governmental and voluntary agencies. A statement on essential services and training needs in social welfare was prepared at the request of the Office of Community War Services as a basis for a statement later transmitted to the War Manpower Commission. The committee participated in preparation of the Office of Community War Services' occupational definitions covering the social welfare field for inclusion in the Occupational Dictionary of the War Manpower Commission. The Wartime Committee was represented on a national social service advisory committee to the Selective Service System and participated in the discussion of policies affecting the medical survey program.

Although the major responsibility in the area of military social work has been carried by the War Office of Psychiatric Social Work, the Wartime Committee has felt keenly its responsibility to social workers in the armed forces. The committee wrote the Secretary of War urging commissioned status for social workers. A newsletter instituted late in 1944 goes monthly to approximately 800 social workers in the service including 525 AASW members.

CIVIL SERVICE

A Subcommittee on Civil Service was established by the Wartime Committee in the fall of 1944. This committee, which is composed of representatives of all of the Associations represented on the Wartime Committee, is currently engaged in the following activities: (1) the preparation of a statement describing how social workers can cooperate with civil service and merit

system jurisdictions in their communities; (2) preparation of material on veterans preference and a statement of criteria for evaluation of military experience of applicants for social work positions. At the request of the National Board this committee has also undertaken study of the various factors involved in the establishment of a national examining unit for the social work field. In addition, this committee has offered consultation to civil service jurisdictions.

The experience of the Wartime Committee on Personnel has demonstrated clearly the many values which can be derived from cooperative planning and action. Its greatest value, however, has been that it has provided a central channel through which the full strength of all the participating organizations could be brought to bear on the many pressing problems of social work personnel which were created by the war.

PERSONNEL PRACTICES

Recognizing the responsibility of the Association in the area of personnel standards a national Personnel Practices Committee was established by the National Board in September 1944. The committee was given the following assignment: (1) to review and study current personnel practices of social agencies; (2) the development and publication of a statement of standards for personnel selection, compensation and other conditions of work; and (3) suggesting means by which national and local AASW groups may work toward bringing about improved personnel practices and carrying at the national level the responsibility in this area. A report of the committee's work including a draft statement on personnel practices in social work was published in the April 1945 COMPASS. The committee will complete its work on the standards statement in the fall of this year and will present it to the National Board and the membership for discussion and action through the delegate conference. During the coming year the Committee on Personnel Practices will direct its attention to the question of social work salaries and to methods of implementing the statement on personnel practices.

EMPLOYMENT PRACTICES INQUIRIES

The national Committee on Employment Practices Inquiries is charged with the responsibility of continued study and revision of the Association's methods of dealing with grievance situations. Chapters accepting requests to study grievance situations notify the national committee of each request and what the final disposition is in each instance. The national committee reports to the membership on the activities of chapters in this area once each year. The report for the past year of the Committee on Employment Practices Inquiries appeared in the June 1945 COMPASS.

EDUCATION FOR SOCIAL WORK

The establishment of a national Committee on Education for Social Work in May 1945 reflects the Association's concern in the development and support of professional education which is related to the efforts of the Association to improve professional standards. The national committee is directing its efforts toward the promotion of better understanding on the part of Association members of undergraduate and graduate programs of education for social work, and obtaining better support for standards as they are developed by educational institutions and increasing public interest and financial support for schools of social work.

REGISTRATION OR LICENSING

Again and again the practice of social work has been handicapped by the lack of any legal recognition or status for the profession. During the war years the rapidly expanding field of social work practice has made this problem even more urgent. At its meeting in March of this year, the National Board decided that the time had come for the Association to work toward legal licensing for the social work profession. The Board realized that this objective could not be achieved quickly. The establishment of a national committee to explore the many problems involved in registration, certification or licensing for social workers and to outline the necessary procedure to achieve legal licensing at some later date was considered a first step. The committee was asked to study the following: (1) the need for a system of voluntary registration of social workers prior to seeking legal action; (2) the establishment of a national definition of social work as a guide to state groups; (3) a method of taking a census of practicing social workers; (4) means of measuring competence through a national examining board; and (5) problems of interpretation and public relations.

ORGANIZATION AND PLANNING OF THE SOCIAL SERVICES

Professional social workers have a special obligation to share their knowledge of social needs and their considered opinion on the practical ways to meet those needs with those who formulate or influence social policy. The social work profession in general and the Association in particular can feel a justifiable pride in the part played during the past decade in the progress made to achieve our social objectives.

The 1940 Delegate Conference adopted a revised platform on the public social services declaring for a broad, comprehensive program of work, insurance and general public assistance competently organized, staffed and administered.

During the past two years the major responsibility for carrying on the Association's activi-

ties in this broad area was given to the Committee on Organization and Planning of Social Services in the War and Post War Period. The committee undertook the study of problems of organization, structure and planning of social services and the development of recommended principles which could be used as guides to the effective and economical organization and administration of social work services locally and nationally. In fulfilling this assignment the committee has given attention to special problems arising from the war situation at home and to developments abroad. Material was furnished chapters to encourage and assist in the study of the questions which the committee identified as most important within its assignment and articles were obtained and published in *THE COMPASS* dealing with new developments in the practice of social work.

Subcommittees of the National Committee on Organization and Planning were given specific assignments to study recent developments in the following subject areas: (1) international relief and rehabilitation; (2) social security; (3) vocational rehabilitation; (4) medical care; (5) services to youth; (6) housing. The reports of these subcommittees which included revisions and additions to the AASW Platform on the Public Social Services provided the basis for discussion and action at the 1944 Delegate Conference. During the current year additional work has been done on platform statements by subcommittees working in the areas of medical care, housing and services to youth. This material will be presented to the National Board and then to chapters and the Delegate Conference for final action.

PUBLIC SOCIAL POLICIES

On the recommendation of the national Committee on Organization and Planning, the National Board at its March meeting organized a national Committee on Public Social Policies, giving it the specific assignment of outlining a program of action to be followed nationally and through the local chapters on selected issues. Recent meetings of the committee have been devoted to a review of pending legislation and a discussion of the types of action which might be taken by the Association nationally and through its chapters. Representatives of federal agencies have met with the committee to discuss questions related to pending legislation. Plans are also under way to participate with other organizations in a national campaign to be carried on in connection with pending social security legislation.

MEMBERSHIP

The National Membership Committee has general responsibility for making such interpretations of the bylaw provisions on admission to membership as are necessary for the administration by the Association staff. The assignment includes

also responsibility for study and report to the National Board of issues arising in the administration of a selective membership standard. At the request of the National Board, the National Membership Committee undertook as one of its specific assignments, study of the question of including a membership classification for graduate students in schools of social work. A report on this question was presented to the National Board and a specific proposal to amend the Association's by-laws was discussed and adopted at the 1944 Delegate Conference. There are now approximately 200 student members in the Association. The national Membership Committee also continued its study of interpretive rulings. On the basis of its recommendation, the National Board during the past two years has modified the interpretive rulings governing the administration of our membership requirements. Action was also taken by the National Board at its meeting in May 1944 to revise the rules governing reinstatement procedures.

To meet the request for assistance from chapters in recruiting new members for the Association, the National Membership Committee gave considerable attention to the procedures and the kinds of material which might be most helpful. The committee issued specific suggestions for the guidance of chapter committees and a leaflet describing the activities and organization of the Association. As a result of these and the chapters' activities there has been a sizable increase in new applications for membership and a net gain in membership. A questionnaire was also prepared to obtain information about the background of Association members, their present employment and other pertinent data. This questionnaire is inclosed with the bills being sent to members during this year. Final results will not be available until the end of the year.

CHAPTER ORGANIZATION

The importance of strengthening chapter organization and increasing chapter participation in the total program of the Association led the National Board in October 1944 to establish a Committee on Chapters. This committee has suggested materials which might be helpful to chapter officers in planning and organizing programs. Frequent and regular visits to chapters by the national staff was recommended as being of primary importance in strengthening the relationship between chapters and the national organization. In that connection the committee prepared for use by chapters an outline suggesting how visits by the professional staff can be made most productive for the chapters. The question of the place of non-chapter members in the Association was discussed and consideration was given to the desirability of drawing them into chapter membership. There was also exploration by the committee of the role of Board members in connection

with the activities of chapters in the geographical areas which they represent. The committee urged that further study be given by the staff to the kind of written material which goes out to chapters and how the reports of national committees and other materials can be made more useful to chapters.

PUBLICATIONS

The Committee on Publications has assumed responsibility during the past year for the preparation of a statement of editorial policy for *THE COMPASS*. Specific recommendations dealing with the types of articles to be considered for publication in *THE COMPASS* and plans for publication of reports on the organization and activities of the Association will be included in a report to be made by the committee at the fall meeting of the National Board.

GROUP WORK

At its fall meeting in 1944 the National Board received and considered a request from Association members practicing in the area of group work that a special committee be set up to study methods by which the Association can serve the professional interests of members practicing in the area of group work. The National Board authorized the calling of a conference with representatives of various areas of practice to discuss the question which had been presented. This conference group which met with the Executive Committee in January 1945 recommended that the Board take action to establish a committee on group work to work on an experimental basis during the coming year. The committee has been organized and has outlined a program of activity to be carried on nationally and through the chapters.

OWI OVERSEAS NEWSLETTER

At the request of the Office of War Information, the Association took the initiative in bringing together a group of representatives of social work organizations to work on a newsletter to be sent under OWI auspices to liberated areas in Europe. The newsletters which include information about current developments in the various professions in this country are translated and transmitted abroad by the OWI for the purpose of bringing professional people in these countries up to date on recent developments in the United States. Newsletters which have been prepared and transmitted have dealt with services to children, services to youth, developments in case work, social security legislation and services to veterans.

CHAPTER—NATIONAL RELATIONSHIP

There must be constant effort to develop the strongest possible relationship between the chapters and the national organization if we are to make progress in mobilizing the total resources of

the Association for effective action. A special effort has been made by the professional staff to visit as many chapters of the Association as was possible. Field visits to chapters provide the opportunity of giving the national staff a better picture of the problems which chapters face and the means they are using to deal with these problems. It also presents a good chance to bring to a large part of the membership reports on national developments. During the past two years more than two-thirds of all of the chapters have been visited by members of the national staff. This spring members of the National Board agreed to assume responsibility for visiting chapters in their areas to discuss with them the decisions which had been reached at the March Board meeting. Where it is not possible to visit every chapter, plans will be made for regional meetings to which representatives of chapters in a state or region will be invited for the purpose of meeting with representatives of the national staff and National Board.

Another means of keeping chapters informed about national developments has been the monthly newsletter to chapter chairmen. Through this means, the chapter chairmen are informed about national AASW events of the preceding month and future plans. Many chapters have been using the material for publication in chapter journals and in that way are bringing to the attention of

the chapter membership this information. To facilitate the interchange of experience among chapters, regular space has been assigned in THE COMPASS for information about chapter activities.

SERVICES TO MEMBERS IN THE ARMED FORCES

The National Board early in the war adopted the policy of waiving the dues of members serving in the Armed Forces. Each year from 200 to 500 members have retained their membership without payment of dues. Every effort has been made by the national staff to serve social workers in service by providing information and professional literature and by developing recommendations on evaluation of military experience for use by social work employers.

LOOK TO THE FUTURE

The social work profession is entering the most important period in its history. It has felt the impact of war and has discovered new opportunities and assumed new responsibilities. The world is seeking the knowledge about the human community and its collective needs which the profession of social work has gained through education, experience and research. This specialized knowledge and skill must be made available to a greater degree and in such a manner as to insure their effective utilization in the task of building a new and healthy society.

Credit For Military Experience

The Civil Service Subcommittee of the Wartime Committee on Personnel in the Social Services has developed a guide for the evaluation of military experience as qualifying for civilian employment in social work. The statement has been prepared in consultation with representatives of the War Department and civilian social agency personnel. It includes a description of a variety of military assignments which may be presented by applicants seeking social work jobs under civil service and in privately organized social work agencies, and indicates how this experience may be evaluated by the employer.

The evaluation guide will be preprinted from the November 1945 issue of THE COMPASS and will be available around October 1.

Order Blank

American Association of Social Workers
130 East 22nd Street, New York 10, N. Y.

Please send me copies of A GUIDE FOR THE EVALUATION OF MILITARY EXPERIENCE at 10 cents each. Enclosed is a check for \$.....

Name

Address

A discount of 20 per cent is allowed on orders of 10 or more copies.

Chapter by Chapter

Rochester

Program for 1944-45

EACH year during the summer and early in September the Executive Committee of the chapter meets to organize the program and activities of the chapter. The Executive Committee is composed of the officers and members of standing committees, which include Program, Membership, Nominating, Education, Bulletin, Public Relations and Legislation Committees. At these planning meetings every phase of the chapter's program for the year is considered and an attempt is made to integrate committee activities with the programs for the various meetings. The underlying philosophy is that committee activity in itself can be stimulating and productive but that it also should result in interesting and informative material for presentation to the chapter as a whole at the regular meetings. We believe that a more effective program results when there are fewer but more active committees and for this reason we consciously try to keep the number of committees at a minimum. In addition to the above named standing committees there were four other committees, namely, Services to the Rejectee, Ethnic Groups, Personnel Practices and Chapter Records. Because the work of our chapter is so closely tied up with the individual committee activities I shall attempt to describe briefly the work of each committee during the year.

ETHNIC GROUPS

The Education Committee, acting on a recommendation of the Executive Committee, early in the year planned an institute which was developed from the material in the April, 1944, COMPASS entitled, "A Call to Action." We selected this as the theme for our program for the year and we were fortunate in securing Dr. Esther Lucille Brown of the Russell Sage Foundation who led the discussion on ethnic groups. It was as a result of this institute and the wide

spread interest in the subject of ethnic groups that the Committee on Ethnic Groups was later formed. The Program Committee planned four chapter meetings during the year which consisted of various programs centered around the subject of ethnic groups. At the first meeting, Dr. Earl L. Koos, Chairman of the Sociology Department of the University of Rochester, spoke to the chapter on "Ethnic Groups in Rochester." At the second meeting Mr. Claude Cornwall, of the Rochester Office of the War Relocation Authority spoke on "Problems of Adjustment and Community Acceptance of Resettled Japanese-Americans in the Rochester Area." At the third meeting there was a panel discussion, the topic being "The Cultural Adjustment of Ukranian, Italian and Polish Groups," and a representative from each of these groups led discussion. At our final meeting, along with election of officers and reports from the various committees, the March of Time film, "Americans All" was shown. It is interesting to note that our attendance at chapter meetings during the year increased over that of the previous year and the membership expressed a deep interest in the problems of the various ethnic groups in our community.

The Committee on Ethnic Groups itself met with various representatives of these groups and discussed ways and means of achieving a better "cultural give and take." The committee has asked that it be continued and that there be further planning for an increased understanding and acceptance of the various groups in the community. It is possible that eventually we may

Each month this department carries a description of an interesting project developed by one of our chapters. This month's contribution comes from the Rochester (New York) Chapter. The Rochester Chapter was founded in 1923 and had a membership of 108 as of November, 1944. Mr. Robert Mulford is chapter chairman.

have suggestions for curriculum changes in the schools as well as an added professional interest in the contribution which each of these groups can make to our American culture. The members of this committee have been greatly stimulated by these discussions and fortunately have successfully passed on their enthusiasm to

the whole chapter. During the year when Dr. Brown was in Rochester she again met with the committee and discussed further plans.

PROFESSIONAL EDUCATION

The Education Committee in the Rochester Chapter has long been interested in stimulating registration for local social work courses at the University of Rochester. The committee has met with members of the faculty and administration of the University and together courses have been outlined and planned. Under the leadership of the AASW committee, the Monroe County Mental Hygiene Society, the Rochester Group of the American Association of Medical Social Workers, the Group Workers Club and the Social Workers Club, have jointly developed a program to promote and interpret the courses offered. Such a committee is known as the Coordinating Committee on Professional Education. During the past year courses were given on the Medical Aspects of Social Work, Basic Principles of Social Case Work and a course in Cultural Problems. Mrs. Charlotte S. Creighton, Chairman of the Education Committee, has been very active for a number of years and has arranged with the University representatives and social work agencies for the discussion of orientation courses in the field of social work, as well as the other graduate and undergraduate courses. The committee has been mindful of the needs of the new inexperienced, untrained worker who could benefit from basic courses in group work and case work; the professional degree candidate, untrained or partially trained; the undergraduate student who is considering social work as a profession; the trained or experienced person interested in advanced seminars and the larger group of workers who are interested in non-credit courses. It is hoped that for the year 1945-46 four courses may be offered: Methods of Social Case Work, Introduction to Social Group Work, Legal Aspects of Social Work and a Seminar in Advanced Psychiatry.

LEGISLATION

The Legislation Committee was re-established during the past year because we felt the necessity for keeping the chapter informed about significant social legislation and to recommend appropriate action on pending legislation. The committee contacted both Congressmen and state legislators and presented information to the chapter which resulted in chapter action urging our state legislators to support the Ives Anti-Discrimination Bill, the Wicks-Mitchell Bill in regard to veterans preference legislation and several other bills. The chapter was one of the sponsors of the meeting held July 1st honoring Assemblyman Ives, Co-sponsor of the Anti-Discrimination Bill in New York State. In carrying out its legislative func-

tion the committee makes use of the Legislation Information Service of the State Charities Aid Association, the Child Welfare Information Service for Federal legislation and also uses the Legislation Bulletins sent by Dr. David Schneider of the Fort Orange Chapter, AASW. The year's activity of this committee has proven the importance of keeping the chapter informed concerning legislation. At several chapter meetings time has been allotted to this committee to report on pending legislation, and where action has not been taken in chapter meetings, it has been taken by the Executive Committee at the regular monthly Executive Committee meetings.

The Committee on Services to the Rejectee performed an exploratory job in connection with local draft boards. It was our hope that we might be of assistance in offering volunteer professional service to rejectees in steering them to pertinent community resources. Several draft boards in our area expressed interest in this program but were unable to get authorization from Selective Service.

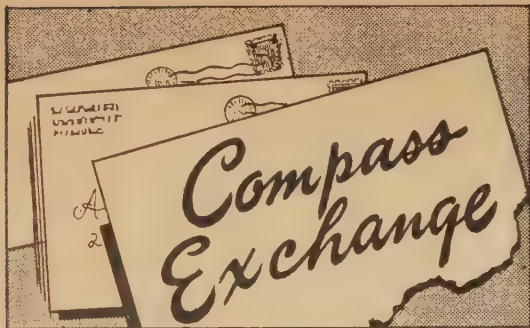
PERSONNEL PRACTICES

The Personnel Practices Committee of the chapter has been working with the local Postwar Planning Council on the matter of personnel practices in the social work field. The Postwar Planning Council has been preparing material for presentation to the public in relation to personnel standards for social agencies. Cooperation of the professional association has been solicited by the lay committee members. It offers an opportunity for projecting some of the standards for which AASW stands. The committee has focused the major interest on staff evaluation as a supervisory technique and has suggested to the Executive Committee that the chapter sponsor a seminar on the evaluation process. Details of such a seminar or institute will be considered in the chapter's program for the coming year.

MEMBERSHIP PARTICIPATION

The Public Relations Committee has realized the importance of the interpretation of social work and social workers to the community. It has been active in securing newspaper publicity for events which the chapter has sponsored. In reporting to the chapter as a whole it has emphasized the importance of the interpretation which the individual professional worker can give and it has emphasized the importance of the public relations aspect of individual committee work. The fact that one half of the membership of the chapter was actively engaged in committee work this past year has been recognized as sound basis for good public relations. Each well informed and enthusiastic member is a good public relations person for the chapter.

(Continued on page 31)



Internment Camp Experience

Dear Mr. Anderson:

Along with my check for my first AASW dues since 1941, I want to thank you for keeping up my membership while I was interned in the Philippines. That was a generous idea that would have saved me sleepless nights wondering how I was to be reinstated!

We professional people had small chance to exercise our skills, and had many a "jam session" about our futures. Social work, dietetics, nursing, teaching—all would forge ahead while we sat through internment, with no access to professional news or stimulation.

Our Public Welfare Department was headed by an ex-rope manufacturer and relief was distributed by ex-Standard Oil and Ford representatives, all doing a sympathetic job in a field far removed from their interests. As head of the Women's Work Assignment office, I had a small hand in relief decisions, for our office had to approve them on the basis of a woman's employment record, not a work test so much as an evidence of the applicant's citizenship and her willingness to assume responsibility in camp. Over a thousand jobs were held by those women with children over six—no little responsibility that.

In Women's Work Assignment we tried to fill vacancies as requested by heads of various work details, and interviewed many women sometimes, to find just the right one, getting a picture of the woman's interests too, so that the happiest results could be obtained. Interviewing tired, hopeless women took some skill and was an awful strain on my case work objectivity.

Working six months on a 24 hour shift with a dormitory of three to five year olds gave me a chance to practice child guidance and kindergartening all at once. Our children were hysterical, noisy, as nervous as the parents who placed them in the Children's Home. We tried some habit training and individualized the youngsters as much as we could with eighteen of them clamoring for attention at once.

My chief client in the psychiatric field was myself, and a tougher case I've never had. Case considered closed as of liberation—and successful!

CATHARINE NAU
Arlington, Va.

Housing

To the Editor:

The Committee on Housing of the Community Service Society takes pleasure in sending to you under separate cover a review copy of its study of The Rehousing Needs of the Families on the Stuyvesant Town Site. (50¢ postpaid).

The report contains the following conclusions on page 18:

This problem of rehousing families displaced by slum demolition in homes that will not be substandard has no easy solution. It is now engaging the attention of public and private agencies. Only by careful study and cooperative effort on the part of all agencies and organizations concerned with the problem can the most feasible solution be achieved to the best interests of all. Among the objectives on which such study and cooperative effort might well be focussed are:

1. Provision of good housing for site dwellers prior to demolition, as one important objective of slum clearance programs, giving due weight to the quite common desire to live in the same general neighborhood.
2. Accommodation of families whose incomes are above the maximum established in public housing, but too low for privately constructed housing, with further consideration of graded rent plans.
3. The provision in both public and private developments of a larger proportion of accommodations for large families, persons living alone, the aged, and those with special health problems.

"In whatever form new dwelling accommodation is to be provided I consider that greater freedom and elasticity should be permitted than exist under previous planning schemes in order that provision can be made for single persons, young married couples, families varying size, the aged persons, persons requiring more than normal sunlight and air, and lodgers, rather than confine the efforts of the local authority or the private developer to one or more type and size of dwelling, in the hope that families varying in size and composition may somehow be fitted into the standardized dwellings."

—Chairman of the Housing Committee
of the City of Leeds

I think your readers will also be interested in the chart on page 16 showing the housing market with the income of the families and the amount of rent which they could afford to pay.

SYDNEY MASLEN
Secretary, Community Service Society
of New York

A New Name Suggested

To the Editor:

For a number of years I have been advocating that the name of our journal be changed from *THE COMPASS*, to the *JOURNAL AMERICAN ASSOCIATION OF SOCIAL WORKERS*.

I have discussed this with colleagues in various parts of the country and they all agreed that the suggested title would have more meaning to some 100,000 social workers in America and particularly to non-members of the AASW. At the present time, among other things, I am developing a social work library at the Community Welfare Council (council of social agencies) which is being used not only by social workers but by physicians, nurses, teachers, and other professional groups and by agency board members. I always try to encourage the reading of *THE COMPASS* when there is some article in it which may be of special interest to them. For example, the Council bought extra copies of the excellent April issue devoted to "Personnel" and made it available to key people in the community who are concerned with personnel problems. Board members and agency executives were also encouraged to purchase this issue.

I found that when I first introduced *THE COMPASS* I had to explain it is the official journal of the AASW.

THE COMPASS

Some have inquired why the name, *THE COMPASS*? And why not a more appropriate name like the *JOURNAL AMERICAN ASSOCIATION OF SOCIAL WORKERS*? The advantages of the suggested change in title are many and obvious. For example, with the new title, every time someone sees the publication, even if he does not read anything inside, it would involve free advertising for the AASW. When college students or other interested persons go to libraries to find out something about social work, the catalogue listing of the *JOURNAL AMERICAN ASSOCIATION OF SOCIAL WORKERS* would be much easier to find and consequently more likely to be read than something as vague as *THE COMPASS*.

In discussing this matter with the executive of an advertising agency in New York last summer he suggested that the change in name could be accomplished gradually over a period of a year. The title, *THE COMPASS*, could have beneath it, in smaller type, the sub-title *JOURNAL AMERICAN ASSOCIATION OF SOCIAL WORKERS*. In each succeeding issue the word *COMPASS* could become smaller and the sub-title enlarged so that by the time a year has elapsed the former title could be dropped, and in large, bold type, the more definitive, meaningful title, *JOURNAL AMERICAN ASSOCIATION OF SOCIAL WORKERS*, would blossom out alone.

JOSEPH ANDRIOLA

Assistant Director, Community Welfare
Council, San Diego

Rochester Program

(Continued from page 29)

BULLETIN

The Bulletin Committee is responsible for publishing the Rochester Chapter Bulletin which reports on committee activities and discusses the chapter meetings. The committee also endeavors to carry some personal items in regard to the mem-

bership together with announcements of pertinent written material and meetings of interest to the professional group.

A technique which has been of great value in integrating and coordinating the various committee activities is the assignment of responsibility to the vice chairman of the chapter for keeping in touch with committees, seeing that committee chairmen present committee assignments for the approval of the Executive Committee and then following through on subsequent committee activities so as to prevent duplication of effort in the various committees. It has been the vice chairman's responsibility to see that committee chairmen submit annual reports on the work of their committees. In order to implement his function the vice chairman has secured one member of the Executive Committee to act as an advisory member of each of the standing and special committees. This plan has provided continuity and has prevented unorganized and fruitless effort on the part of the various committees. Where a chapter has no paid leadership this administrative technique can prove very helpful.

Underlying all the comments which have been made is the philosophy that the chapter becomes vital and worthwhile to the individual member when he or she participates in at least one specific part of the chapter program. As mentioned above, fifty per cent of our chapter members were actively engaged in chapter activities. For a chapter of some 100 members we feel that this is quite an achievement.

ROBERT MULFORD

Chairman, Rochester Chapter

COMPASS PUBLICATION PLANS

The national Temporary Committee on Licensing helped to plan this issue of *THE COMPASS*. In addition to these articles on certification there is one in preparation of the licensing of social workers in Puerto Rico which we hope to print in the November issue.

The November *COMPASS* will be devoted largely to articles bearing on the work of the national Committees on Public Social Policies, and International Organization for Social Work.

One of next year's issues will highlight information on Professional Education and another number is being planned as part of the celebration of the 25th anniversary of the founding of the American Association of Social Workers.



1945 Elections

The election of Officers for the year beginning October 1, 1945, and of members of the National Board and Nominating Committee was ratified at the corporation meeting on July 19. The results are listed below.

OFFICERS

Term Expires September 30, 1946		
President	Mrs. I. F. Conrad	Houston
1st Vice-Pres.	Harriett M. Bartlett	Boston
2nd Vice-Pres.	William W. Burke	St. Louis
3rd Vice-Pres.	Alton A. Linford	Chicago
Secretary	Mrs. I. B. Lindsay	Washington, D. C.
Treasurer	Earl Parker	New York City

National Board Members at Large

Term Expires September 30, 1948

Mrs. Eleanor Craneheld, Detroit
Herbert D. Williams, Warwick, N. Y.

Term Expires September 30, 1946

Lillian Proctor, Chicago

Board Members from Nominative Districts

Term Expires September 30, 1948

District 2—Charlotte C. Donnell, Oklahoma City
District 4—Mrs. Helen Pearson Roell, Indianapolis
District 8—George M. Hallwachs, New York City

Nominating Committee Members

Term Expires September 30, 1948

District 1—John F. Hall, Seattle
District 2—Eda Houwink, St. Louis
District 8—Lyman Ford, Westchester Co., N. Y.

Members of the National Board previously elected and continuing in office are:

Board Members at Large

Term Expires

Arthur E. Fink, Chapel Hill, N. C..... 1946
John Charnow, Washington, D.C..... 1947
Arlien Johnson, Los Angeles..... 1947

Board Members from Nominative Districts

Term Expires

District 1—Nellie L. Woodward, San Francisco.. 1947
District 5—Mrs. Lucia Bing, Cleveland..... 1947

District 7—Helen Hubbell, Harrisburg..... 1947
District 3—A. A. Heckman, St. Paul..... 1946
District 6—Cordelia Cox, Richmond..... 1946
District 9—Clarence M. Pretzer, Providence..... 1946

Nominating Committee Members

Term Expires

District 4—Marietta Stevenson, Urbana, Ill..... 1947
District 6—William L. Painter, Richmond..... 1947
District 7—Norma Philbrick, Wilmington..... 1947
District 3—Frank Z. Glick, Lincoln, Neb..... 1946
District 5—Mrs. Beulah Whitby, Detroit..... 1946
District 9—Barbara C. Wallace, Boston..... 1946

Summer Activities

During June, July and August the national Association's program continued at a high level of production. In addition to the semi-annual meeting of the Executive Committee, the following committees have met: War-time Committee on Personnel and its Subcommittee on Civil Service; Temporary Committee on Licensing; Education for Social Work; Group Work; International Organization for Social Work; Committee on Organization and Planning—Subcommittee on Housing; and Public Social Policies. A new committee on research and statistics in social work has been established. The Executive Secretary's report in this issue describes some of the activities of these committees.

Members of the national staff met with the Chicago, Cleveland and New York City Chapters and consulted with representatives of the Washington, D. C. and New Jersey Chapters. The Handbook for Chapter Officers has been revised and sent to press and a program prospectus covering the proposed activities of all national committees and suggesting related chapter activities has been issued. Chapter reports and minutes for 1944-45 have been reviewed and information prepared for use of national committees.

Membership Grows

On June 30, 1945, the membership which was 10,706, including 276 junior members and 208 student members. For the first half of 1945 more than twice as many new applications were received as for the same period in 1944. This certainly reflects the work of chapter membership committees and the value of chapter programs.

Scholarships and Fellowships

The leaflet, Social Work Fellowships and Scholarships offered during the year 1946-47, will be available on request from the national office on or about October 1, 1945.

Supplement to the January 1946 Issue of THE COMPASS

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